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REPORT

OF THE

Special Legislative Committee on Education

As Authorized by

Senate Concurrent Resolution No. 21

By the Forty-third Session of the Legislature
of California

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INTRODUCTION TO THE REPORT.

To the Forty-fourth Session of the Legislature of California.

The report which follows is the report of the Special Legislative Committee provided for by Senate Concurrent Resolution No. 21, approved by both houses of the Forty-third session (1919) of the Legislature of California, and which read as follows:

CHAPTER 49.

Senate Concurrent Resolution No. 21—Relative to a legislative investigation of the problem of meeting the needs of and furnishing support for the schools and educational institutions of the state.

[Filed with Secretary of State April 26, 1919.]

WHEREAS, The cost of maintenance of the educational system of this state forms the greater part of the public expense and is increasing year by year; and

WHEREAS, The increased attendance at elementary schools and other institutions of learning presents to the people of the state a constant problem of increased support and ever broadening educational demands; and

WHEREAS, It is the policy of this state that schools and the means of education shall be encouraged, and is the desire of the citizens to afford to the children and young people of the state educational facilities of the highest order; and

WHEREAS, It is desirable that a sound, permanent and comprehensive system shall be devised and established by which the schools and other educational institutions of the state may be conducted; now, therefore, be it

Resolved by the Senate, the Assembly concurring, That three members of the Senate shall be appointed by the President of the Senate and three members of the Assembly by the Speaker of the Assembly, who shall constitute a committee, whose duty it shall be to investigate the matters contained in these resolutions, and the plan of education in this state and the relations of schools, high schools, junior colleges, normal schools, technical schools, colleges and universities, and the cost of education, and to report their findings in full to the forty-fourth session of the Legislature, and to make such recommendations in connection therewith as they deem of permanent benefit to the state; and be it further

Resolved, That the Chief of the Legislative Counsel Bureau be directed to act as secretary of said committee, that said committee shall have power to employ such assistance as may be necessary and that the expenses incurred in such investigation, not to exceed the sum of three thousand five hundred dollars, shall be paid equally by the Senate and the Assembly out of their respective contingent funds.

In pursuance of the above resolution the President of the Senate appointed:

Senator Herbert C. Jones, of San Jose,
Senator William J. Carr, of Pasadena, and
Senator M. B. Harris, of Fresno;

and the Speaker of the Assembly appointed:

Assemblywoman Elizabeth Hughes, of Oroville,
Assemblyman Walter Eden, of Santa Ana, and
Assemblyman N. J. Prendergast, of San Francisco.[1]

These comprised the membership of the special committee provided for.

This Committee met and organized at Sacramento, at which meeting

[1]Assemblyman Prendergast died on April 14, 1920, took part in but three hearings of the Commission, and had no part in the formulation of the final report. At the hearings which he attended he was deeply interested in the work of the Committee and in full sympathy with the findings here expressed.

Senator Jones was elected Chairman, and afterwards held three meetings in Berkeley, and one each in Los Angeles, Fresno, Riverside and San Jose. An effort was made at the hearings to secure the attendance of representatives of taxpayers' associations, labor unions, and laymen, as well as those directly interested in public education. During the earlier portion of its work it was aided by Mr. Arthur P. Will, Chief of the Legislative Counsel Bureau, who acted as secretary until he left the service of the state, and throughout its work it has been materially assisted by the helpful cooperation and wise counsel of the State Superintendent of Public Instruction, Mr. Will C. Wood. In the preparation of the final report the Committee has availed itself of the assistance of Professor Ellwood P. Cubberley, Dean of the School of Education at Stanford University, who has taken the findings and conclusions of the Committee and drafted this Final Report. Many others, too numerous to mention here, have given assistance to the committee by appearing at its hearings, and some have submitted written statements for its information and guidance. To all of these here-unmentioned friends of education the Committee herewith extends its sincere thanks.

DELIMITATION OF INVESTIGATION.

From its first organization the Committee felt that it could not attempt an exhaustive survey of the educational needs and resources of the state. This would require time, money, expert assistance, and a degree of professional ability which were beyond the resources of the Committee. It was felt, too, that the resolution creating the special committee did not intend that it should deal with any such highly professional questions as curricula or the nature of the instruction provided, but rather that it was intended that the Committee should consider only the larger features of our administrative organization, with a view to making recommendations for the strengthening and more economical and effective operation of the state's educational system. It was also felt by the Committee that any recommendations which might be made by it ought to deal with principles of action and reasons therefor rather than with legislative details, and that the Committee should offer a constructive program for improvement which might be worked out over a period of perhaps the coming decade, rather than one so limited in character that it could all be accomplished at a single session of the Legislature.

The Committee has also felt, more and more as it worked along, that in dealing with a state school system that has had such a steady and consistent development from its beginnings, any recommendations made

should be in harmony with the nature and direction of the historical development which has taken place during the nearly three-quarters of a century of our state's history, as well as also be in harmony with the best American experience in state educational organization and administration. Accordingly, your Committee has familiarized itself with the more important steps in the evolution of the California state school system, and in framing its report has tried to so shape its recommendations that what it proposes for the future will be but a further and a natural development of what has already been evolved. To a similar purpose the Committee has studied, briefly, the more important lines of recent educational evolution elsewhere, with a view to utilizing in this state the best educational experience and practice worked out in other states.

With the above guiding principles in mind, the Committee finally settled upon five main topics upon which to concentrate its hearings, and upon which it would formulate its report and recommendations, and these form the subject matter of the five chapters which follow. They are:

1. The present state educational organization, and the need for certain changes that will give this state a sound, comprehensive, and more modern and more effective state educational organization.

2. The present form of combined district and county educational organization, the weak points in this organization, and the changes needed to produce an efficient, effective, and economical administration of our town and rural schools and the educational business of our counties.

3. The state's educational needs in teacher training, both before and after the teacher begins teaching, and the desirability of providing a more rational system for the certification of teachers in this state.

4. The need for a better organization and administration of our secondary schools, and a more general extension upward of the higher education provided by the state through the organization of a system of regional junior colleges, and their organization and control.

5. Problems relating to the cost of education, and the possibility of a further equalization of the advantages and the burdens of education without increasing materially the costs.

OUR CALIFORNIA DEVELOPMENT.

Admitted to the Union, in 1850, as the thirty-first state, the development of California in people and resources was relatively slow for almost half a century. Early conceiving of education as an important function and duty of the state, and early establishing the principle that the wealth of the whole state should be called upon to educate the children of the state, California has for long held a position of importance and

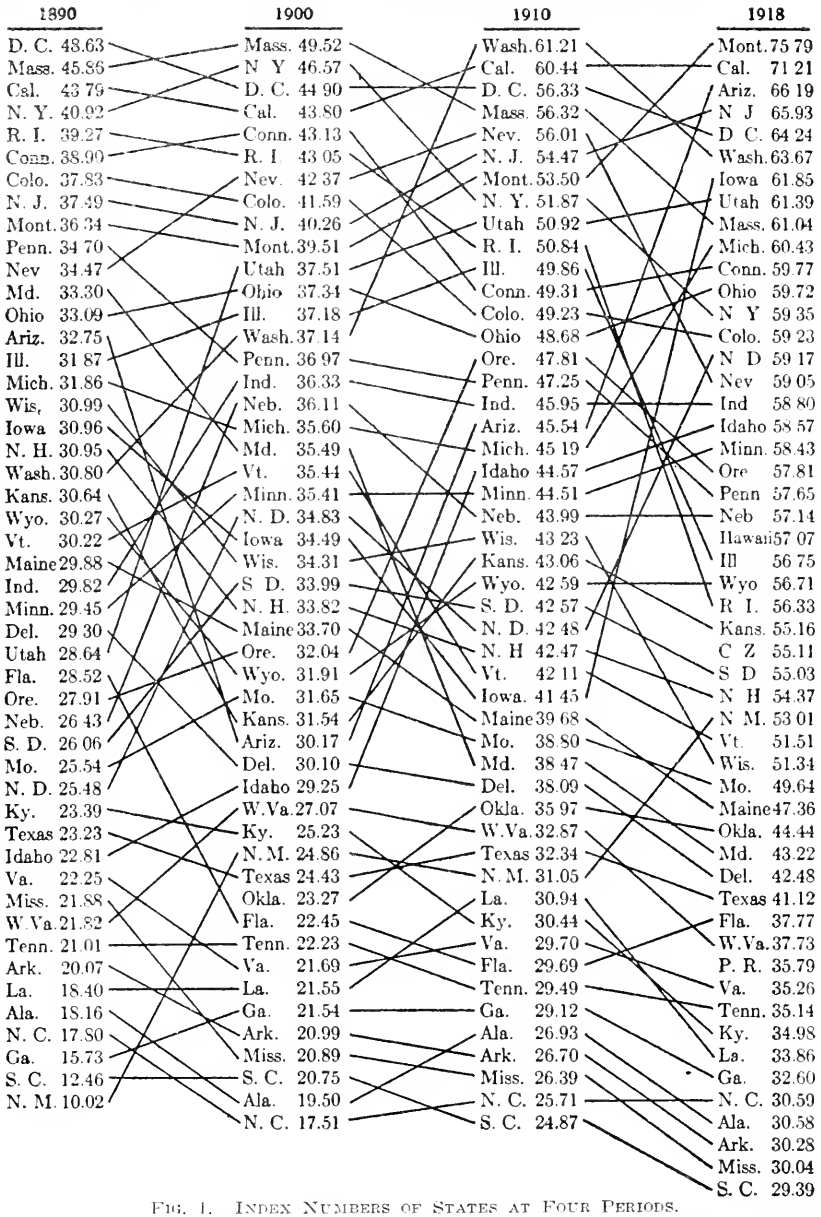

FIG. 1. INDEX NUMBERS OF STATES AT FOUR PERIODS.

(Reproduced by permission, from Leonard P. Ayers' *An Index Number for State School Systems, p. 43.*)

The 1918 Index Number for California was made up of the following Items and Scores:

		Score	Rank
1.	For per cent of school population attending school daily	70.85	4th
2.	For average days attended by each child of school age	61.10	3d
3.	For average number of days the schools were kept open	86.00	13th
4.	For per cent of total attendance in the high schools	58.79	1st
5.	For per cent of boys in total high school attendance	77.82	14th
6.	For average annual expenditure per child attending school	79.41	4th
7.	For average annual expenditure per child of school age	56.26	2d
8.	For average annual expenditure per teacher employed	72.04	2d
9.	For expenditure per pupil for other than salaries	61.76	16th
10.	For expenditure per teacher for salary only	88.06	1st

leadership among the states in the matter of public education. In many important features of its school system California has been first or among the first of the states to make such provision. Especially in the matter of school finance has California been a leader, no state having done more to equalize the burdens for maintenance and to extend the advantages of education throughout the state. In a recent ranking of the different American states and territories, based on ten items relating to attendance, length of term, high school advantages, teachers' salaries, and total annual and per capita expenditures,[1] California was shown to have for long held a high position among the states. Based on the ten items used, five of which were financial, an index number for each of the forty-eight states, Porto Rico, Hawaii, the Canal Zone, and the District of Columbia was worked out, and these index numbers, with the relative positions and changes in position, are shown, for the four periods studied, in the chart on the opposite page. With the adoption of Constitutional Amendment No. 16, at the recent general election, which materially increases both the state and county support for both elementary and high schools, California has stepped forward to a new position of importance in educational finance, and undoubtedly would occupy first place among the states on a similar table constructed for 1921.

Within the past two decades California has experienced a very remarkable development, and the future of the state seems especially bright. In one aspect of our future educational development, though, the problem has become complicated and difficult, and promises to become more difficult with time. The development of California in population is not primarily by the increase of people of native English speech or Anglo-Saxon ideas as to law, government, sanitation, or the promotion of the public welfare. On the contrary, California stands well toward the top of the states having high percentages of the foreign born among its population, and very high in the percentage of the foreign born coming from Spain, Southern Italy and Sicily, the Balkans, parts of Asia Minor, and the Orient. Of all our immigrants these peoples are furthest removed in governmental conceptions from those for which our government stands, and the problem of assimilating these peoples into our state and national life is a difficult one, and one that must be accomplished largely through education. There is every reason, too, in our climate, agriculture, horticulture and industries why Mediterranean and Oriental peoples should want to come to California, and large numbers of these peoples are today settled in the rural districts, where our educational system is weakest.

Charged as the Legislature is by the Constitution of the state to

[1]The ten items are given on page 8, beneath the chart showing state Index Numbers.

"encourage by all suitable means the promotion of intellectual, scientific, moral, and agricultural improvement," it is important that it see that the state's educational system be as sound in organization, comprehensive in scope, and effective in results as the highest needs of a state of such large future demands. The financial structure of the California school system is and for long has been good; the important needs of the state's school system have seemed to your Committee to be rather along the lines of better administrative organization, the provision of a much better type of schools for rural people, the establishment of Junior Colleges, and the further extension of certain parts of the public school system. It will be the purpose of this report, in the chapters which follow, to set forth these needs as the Committee came to see them, and the recommendations it was led to formulate.

Respectfully submitted.

WILLIAM J. CARR,
M. B. HARRIS,
ELIZABETH HUGHES,
WALTER EDEN,
HERBERT C. JONES, Chairman;
Committee.

Final report approved December 14, 1920.

CHAPTER I.

STATE EDUCATIONAL ORGANIZATION.

CALIFORNIA DEVELOPMENT BEFORE 1913.

The first Constitution of California provided for the election, by the people, of a State Superintendent of Public Instruction, for a term of three years. In 1863 the Constitution was amended to provide for four-year terms, and this provision has ever since remained. In the first real school law, enacted in 1852, the main outlines of the present state school system, modeled largely after conditions then existing in the state of New York, were laid down. An *ex officio* State Board of Education also was early created by law, largely to look after the school lands given the state by Congress, and in 1860 the power to select textbooks was given this board also. *Ex officio* county superintendents of schools also were provided for by designating the county treasurers to so act, and in 1855 the office of County Superintendent of Schools was also created, the superintendent to be elected also by popular vote. The law of 1852, as well as an earlier law of 1851, provided for the subdivision of the counties into school districts and the election of three trustees for each, and in 1855 city school organization, with city boards of education and city superintendents of schools, also was added. In 1860 a State Board of Examination was provided for, to examine teachers and to grant teachers' certificates; in 1862 the first state normal school was created; in 1863 state aid for teachers' institutes was begun; in 1867 the "rate bill," a tax on the parents of children attending the schools, was abolished and the schools were made free; and in 1869 the State University was established to crown the state's educational system.

In 1879 a new and quite reactionary State Constitution was adopted which abolished the State Board of Education and the State Board of Examiners, and decentralized the school system then developing by establishing county boards of education and giving to them the power to adopt textbooks and to examine and certificate teachers previously possessed by the State Board of Education. Five years later, however, the Constitution was amended by vote of the people, the State Board of Education was recreated, and power was given it to prepare and edit and publish a state series of textbooks for the schools of the state. The board thus created was an *ex officio* body, composed entirely of state school officials.[1] This board in time not proving satisfactory, the people

[1] It consisted of the following public officials and school officers, *ex officio*: The Governor, the Superintendent of Public Instruction, the President and Professor of Education in the State University, and the presidents of all state normal schools in this state.

in 1912 abolished it by further amendment of the Constitution, and directed the Legislature to provide by law for the creation of a new State Board of Education, and with power to do this in any manner that the Legislature might deem wise. This the Legislature did in 1913, and the plan then adopted has not been changed since.

RECENT AMERICAN PRACTICE AND THEORY.

While no uniform plan for state educational organization has as yet been evolved, and a number of different plans are in use in the different states, certain tendencies nevertheless, as an outgrowth of experience, have become clearly manifest during the past ten to fifteen years. Summarizing these it may be said that the best American experience and theory today indicate that a State Board of Education should be constituted about as follows:

1. It should be composed of not less than five nor more than nine members, with seven as the most desirable number, and with terms of service so distributed that only one member should go out of office each year. It is not regarded as desirable that any Governor should have power to completely change the composition of the board during one term in office.

2. The board should be composed of laymen, should represent the public interest, and should have in its membership no *ex officio* members.

3. The members should be appointed by the Governor, and in making the appointments he should be free from all restrictions as to residence, party affiliation, race, religion, or sex. The Governor should also fill vacancies, for the unexpired term, and should have power to remove any member for immorality, malfeasance in office, incompeteney, or continued neglect of duty.

4. No salary should be attached to membership, but necessary travelling expenses and a small per diem, or a small annual honorarium, should be paid each member.

The present State Board of Education for California (§ 1517 of the Political Code) meets these requirements in all particulars except as to length of term, the California Constitution prohibiting a longer appointment than for four years. It would be well if the term of all members could be extended to seven years.

POWERS AND DUTIES OF THE STATE BOARD OF EDUCATION.

It was the evident intent of the law of 1913, creating the present State Board of Education, and strengthened by subsequent legislation, to create for California a State Board of Education which should in time evolve into a real board for the administrative control of the educational

service maintained by this state. The constitutionally older Superintendent of Public Instruction was directed by the law to act as secretary and chief executive officer for the board; the board was given power to appoint three assistant superintendents who should be known as commissioners; power was given the board to make rules and regulations not inconsistent with law for the government of the schools of the state; it was empowered to study the educational needs of the state, and to propose plans for improving the school system; it was authorized to conduct investigations, employ additional educational and business experts to assist it, within the limits of its appropriations; the power of the old state board to issue teaching credentials and life diplomas was confirmed and extended; it was authorized to create a committee on credentials to pass on the cases of applicants; the old power to compile, or adopt, and to order printed the text books for the schools of the state was continued to it; it has been given authority to standardize the normal schools of the state, and prescribe the standards of admission and graduation therefrom; it has been given similar power to approve all courses of study for the high schools and junior colleges of the state; the administration of the retirement fund for teachers has been placed in its hands; and the organization and administration of a program for physical education in the schools has been assigned to it.

The Legislature of this state, in conformity with an act of the Congress of the United States, has further materially increased the powers and the importance of the State Board of Education by designating it as the official state body to administer the funds granted to this state by Congress for vocational education, under the Smith-Hughes law of 1917, and also, still more recently Congress has designated it to control the funds granted to this state for the reeducation of persons crippled in industry. The Smith-Towner bill, now before Congress, providing for rather liberal aid to the states for specific forms of public education and teacher training,[2] proposes to still further increase the importance of the State Board of Education by making it the agent of the Federal Government in expending all aid to be granted to the state.

It is evident then that it was the intention of the Legislature of 1913, and still further emphasized by subsequent legislation, to create for

[2]The Smith-Towner bill, now before Congress, while leaving all educational control to the different states, provides for the granting of $100,000,000 annually to the states, for the following purposes:

$7,500,000 for the removal of illiteracy;
$7,500,000 for Americanization work;
$20,000,000 for work in physical education;
$15,000,000 for the preparation of teachers; and
$50,000,000 for the equalization of educational opportunities and aid in the payment of the salaries of teachers.

California a state board of control, after the best American models, for the educational system supported by the state. This intent has been given still further emphasis by the acts of Congress. Still more, the wisdom shown by the new State Board of Education in the execution of the functions entrusted to it has awakened confidence that the state has finally obtained an important coordinating and directive agency which is capable of much further expansion, that it may render still larger service in the future.

PROPER FUNCTIONS FOR A STATE BOARD OF EDUCATION.

What has taken place in California has also taken place in a number of other American states, during the past ten to fifteen years. Old and *ex officio* State Boards of Education have been abolished, and new State Boards of Education have been created in their stead. The Smith-Hughes Act of 1917 virtually required a State Board of Education of some type in every state. In addition to acting as agents of the Federal Government in the administration of federal funds, granted as aid to the states, these new State Boards of Education have been entrusted by the legislatures creating them with new powers, naturally differing somewhat in the different states. Though probably no two boards have exactly the same powers and duties, and an examination of this recent legislation gives evidence that we are still in a period of experiment, nevertheless certain tendencies are evident and the probable direction of state school control is each year becoming more and more clear. Briefly these tendencies may be summarized, as follows:—

1. The creation of a Department of Education in the state government which shall exercise, through an appointed State Board of Education, supervisory oversight and control over the entire system of public instruction supported by the state.

2. The abolition of the elective office of Superintendent of Public Instruction, which represents an earlier stage in our educational evolution, and the substitution therefor of an appointed Commissioner of Education, to be appointed by and responsible to the State Board of Education, and who shall act as the chief executive officer of the board and its representative before the people. The Commissioner of Education thus becomes somewhat analagous to a superintendent of city schools in a large city, chosen by and responsible to a city board of education.

3. In the selection of such a Commissioner of Education the State Board of Education should be free from restrictions as to politics, sex, and residence, and should be able to fix the salary and determine the tenure. Under the same conditions the board should appoint as many

Assistant Commissioners as may be provided for by law, to act as heads of the different divisions of the state educational department.

4. The State Board of Education should have power to determine, subject to legislative regulation, the educational policies to be pursued in the state, and to have power to inspect, require reports from, and to coördinate the educational work of the different educational institutions supported by the state, and with a view to securing economy of operation, efficient educational administration, and a sound, comprehensive, and well-coordinated state system of schools.

5. The State Board of Education should exercise regulatory control over all institutions engaged in the training of teachers; control the examination, certification, and retirement of teachers; supervise the educational work done in all charitable, penal, and reformatory institutions maintained by the state; direct the program for physical training and health work in the schools; exercise a supervisory control over school buildings, see that sanitary conditions are maintained, and that new buildings conform to proper standards; see that the educational laws of the state are enforced, and the educational rights of children protected; and conduct investigations as to the progress and needs of the schools of the state, and report the results and their recommendations to the Legislature.

6. The State Board of Education should be the body, subject to direction by the Legislature, to determine questions of policy in the management of the school system, pass on new proposals, and vote official instructions, but all execution of such decisions and the taking of action in the name of the state to be done by and through its executive officers, that is, by the Commissioner of Education and his assistants, or other persons instructed to act in the name of the board.

7. In a few states the state library has been conceived of as a part of the state's educational service and placed under the control of the State Board of Education, and as a division of the State Education Department, and the county libraries have been placed under the direction of the county boards of education; in a few other states the management and investment of the permanent state school fund has been placed under the State Board of Education.

What is outlined above is perhaps best found in the state educational organizations of New York, New Jersey, and Indiana, though a number of other states have recently conferred upon their State Boards of Education somewhat analagous powers. Within the past fifteen years, too, and as a part of the same tendency to create an effective and rational state educational organization, a number of states have changed

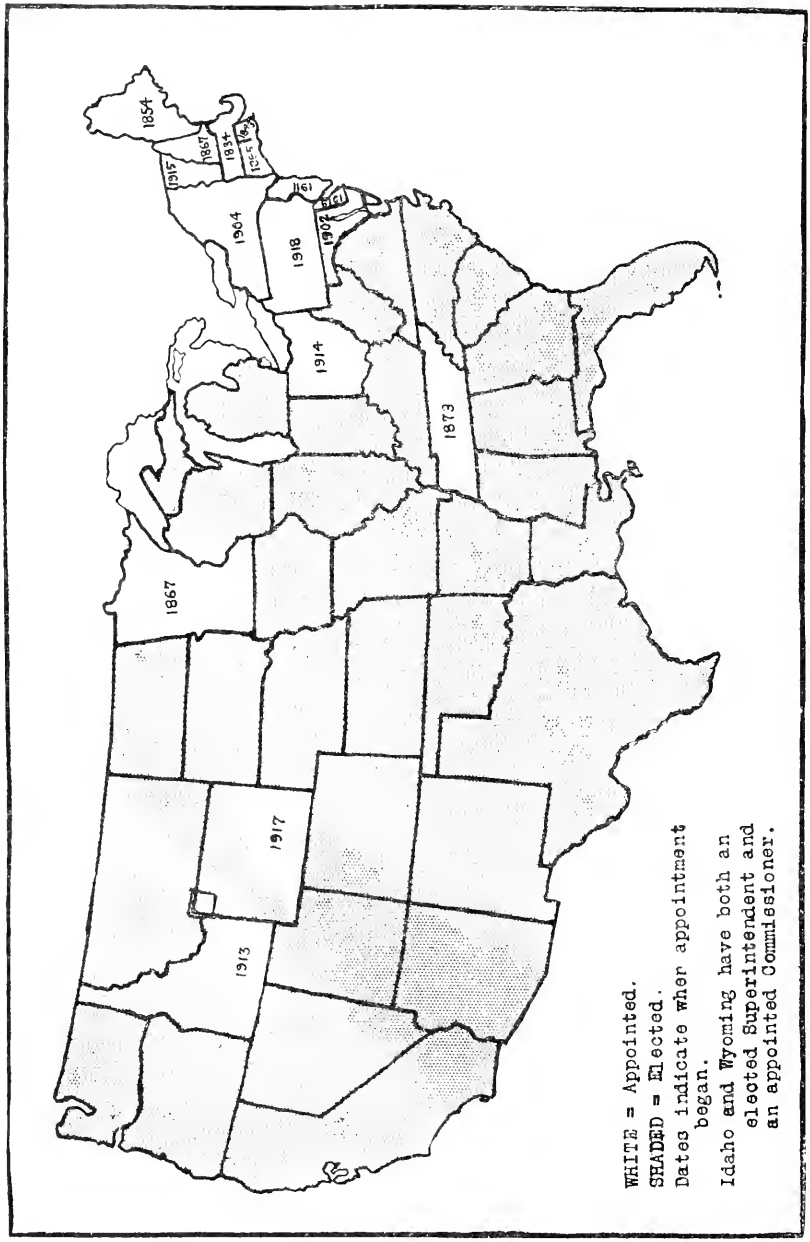

FIG. 2. HOW THE CHIEF STATE SCHOOL OFFICER IS SECURED IN OUR AMERICAN STATES.

from an elective Superintendent of Public Instruction to an appointed Commissioner of Education. The map opposite shows where the chief educational officer of the state is elected by popular vote, and where he is appointed. It will be seen, from the map, that the change has been most common in those eastern and northern states of rather dense population and containing a large foreign element, while the less densely populated and more native agricultural states to the west and south have not as yet felt the necessity for educational reorganization. In a few states, such as Wyoming and Idaho, where constitutional provisions have been hard to change, a Commissioner of Education has been created, to be appointed by the State Board of Education and to act as its executive officer, while retaining the older elected Superintendent of Public Instruction for the clerical and statistical duties. Such an organization, while at times necessary, nevertheless is fraught with possibilities for discord and friction.

THE CALIFORNIA DEVELOPMENT SINCE 1913.

When we turn to California we find that, since 1913, a partial evolution in the direction of good educational organization has been taking place. What has been done since the abolition of the old *ex officio* State Board of Education, in 1912, measured by good standards as established by American state action, has been in the right direction, so far as it has gone. The next eight to ten years should see a much further development in the same general direction, so that California too, a decade from now, may have evolved a State Department of Education that will be capable of rendering large educational service amid the new educational conditions that we shall by that time be called upon to face, and the new educational problems that we shall by then be called upon to solve.

The present stage in our California state educational development is well shown in the chart on page eighteen. As in a number of other states which have experienced a recent development toward a rational form of state educational organization, and where constitutional provisions requiring an elected State Superintendent of Public Instruction stood in the way of a complete and adequate reorganization, we find in California also a double-headed form of state educational organization. To the older office of Superintendent of Public Instruction certain earlier functions of a supervisory and clerical and statistical nature are given by law, while to the newer State Board of Education a number of new functions relating to policy and educational control have been given, and the Superintendent of Public Instruction has been directed to act as its executive officer and secretary. So long as the

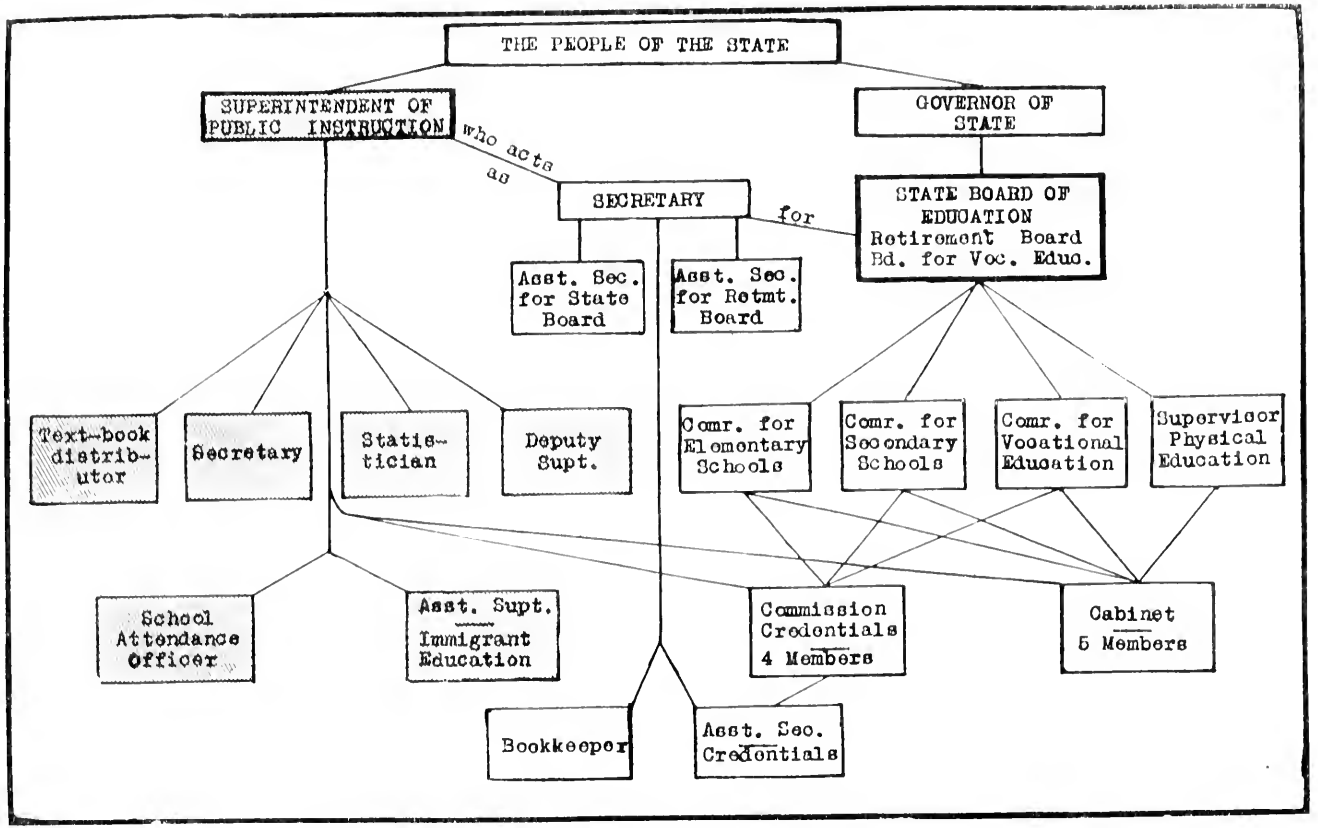

FIG. 3. SHOWING THE PRESENT DOUBLE-HEADED ORGANIZATION OF OUR STATE EDUCATIONAL CONTROL.

Shaded portion indicates part under direct control of the Superintendent of Public Instruction; white indicates part under State Board of Education.

present Superintendent of Public Instruction remains in office, and so long as the State Board of Education continues to pursue its present policy, harmonious relations between the two divisions of our state department are likely to continue, but the situation nevertheless is fraught with danger and sooner or later is destined to cause trouble. It will be seen from the chart that that part of the state educational organization represented by the State Board of Education is clearly responsible to the Governor and the Legislature for its acts, while that part represented by the Superintendent of Public Instruction remains independent of both State Board of Education and Governor, and largely independent of the Legislature as well, and may work with the State Board of Education or against it, according to the character of the official elected to the office of Superintendent.

Only a policy of friendly cooperation between the State Board of Education and the Superintendent, or, where this is not possible, a policy of inactivity or resignation on the part of either the State Board or the Superintendent can prevent friction, to the disadvantage of the school system, with the state school office organized as it now is in this state. The temptation of a weak State Superintendent to play politics against the State Board of Education, and seek for cheap public notoriety to secure reelection, would be both possible and natural. Over such a Superintendent the State Board could exercise no control whatever.

Still more, an antagonized or antagonistic Superintendent might at some time raise the constitutional question as to the right of the State Board of Education to do anything whatever in the nature of supervision, claiming that it has no power other than regulatory power. In support of this he could claim that the superintending function, in its very nature, is an integral and indivisible function—that there cannot be two superintending agencies. The Legislature, in a way, recognized this in organizing the State Board of Education in 1913, when it provided that the three Commissioners should rank as Assistant Superintendents of Public Instruction, and that their work should be directed by the Superintendent, under such general regulations as the State Board of Education might adopt. The supreme courts of North Dakota and Wyoming have held that since the Superintendent of Public Instruction is a constitutional officer whose powers are implied generally in his title, it is not competent for the Legislature to assign these powers to any other officer or commission.

That the Superintendency is a key position, and that an obdurate Superintendent could almost completely check the work of the State

Board of Education except in regulation and investigation, should not be lost sight of. Undoubtedly, then, the present California educational organization must be regarded as temporary and transitional, and dangerous for the future, and it should be superseded at the earliest opportunity by a more rational form of state educational organization. Such a form will be proposed a little further on.

FURTHER LACK OF GOOD EDUCATIONAL ORGANIZATION.

The chart given on page 18, reveals but a part of the lack of rational educational organization in this state. Examining further into the plans now employed for the organization and control of what the state has so far assumed as its educational functions, we get the next chart, given on the opposite page. This shows the many different educational functions and institutions which this state has up to now assumed and is in whole or in part supporting, and at the same time reveals the number of more or less unrelated boards, commissions, and other agencies having charge of some part of the educational work of the state. Briefly, these unrelated agencies may be summarized as follows:—

1. *The Common Schools.* Under the general control of the State Board of Education and the Superintendent of Public Instruction.

2. *The State University.* This institution, unlike in most other states, is not included as a part of the public school system, but exists separate and apart. It has no legally-conferred power to in any way control the public schools, though it has in the past exercised large control over the high schools. Conversely the public school authorities have no power to control any function of the university. The only legal connection existing at present between it and the public school system lies in that the Superintendent of Public Instruction is *ex officio* a member of the Board of Regents for the University.

3. *The State Normal Schools.* Seven normal schools are maintained by the state. They are a part of the public school system. Each is under the control of a Board of five Trustees, appointed by the Governor, with the Governor and the Superintendent of Public Instruction members *ex officio*. In financial matters they are subject to the State Board of Control, and in most educational matters to the State Board of Education.

4. *California Polytechnic School.* Located at San Luis Obispo. Under the control of a Board of Trustees, organized in a manner similar to a normal school board. The State Board of Education has no power to direct its work, or to bring it into any close relation to the state school system.

5. *Schools for Juvenile Delinquents.* These are located at Whittier,

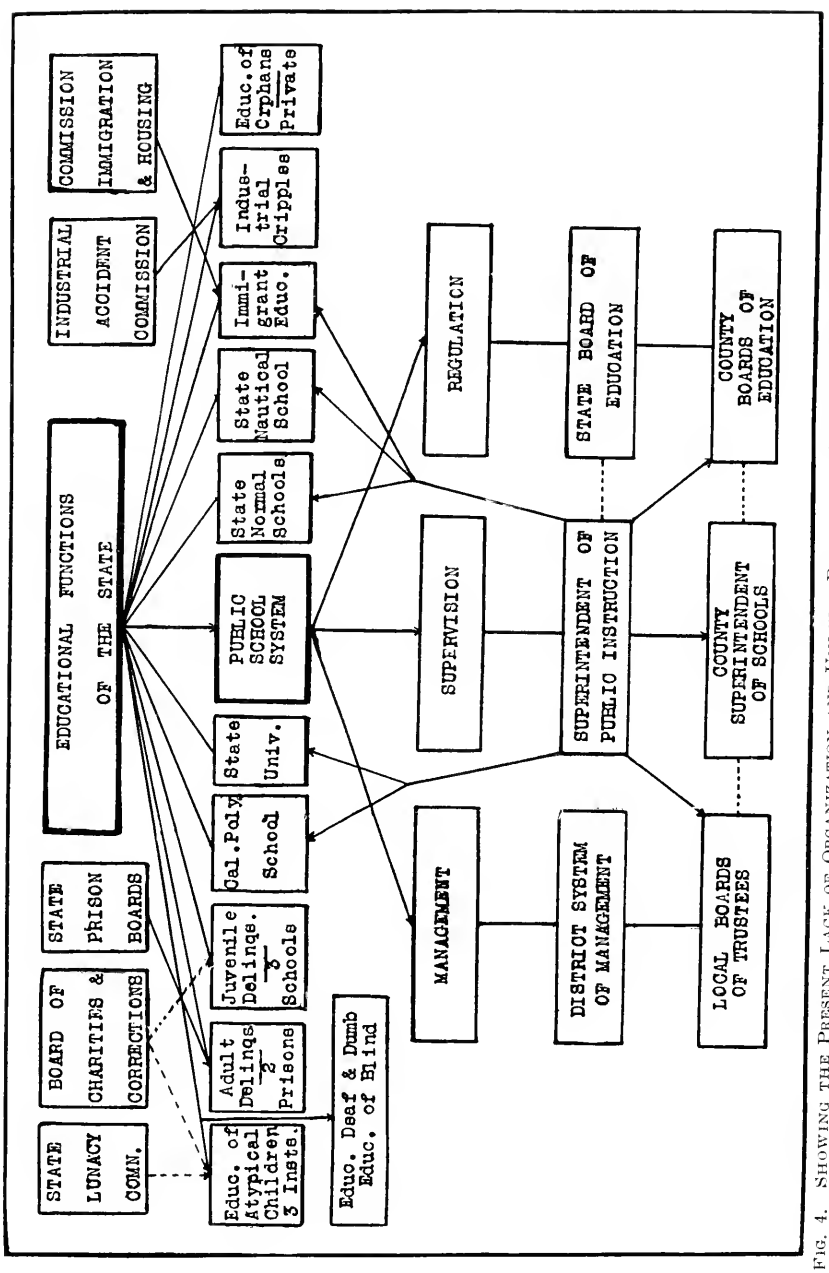

FIG. 4. SHOWING THE PRESENT LACK OF ORGANIZATION AND UNIFIED PLAN IN THE HANDLING OF THE EDUCATIONAL FUNCTIONS OF THE STATE.

Ione, and Ventura. Each has a Board of Trustees, appointed by the Governor. The state educational offices have no relation to the work of these schools.

6. *Schools for Adult Delinquents.* Schools for prisoners are maintained in the state prisons at San Quentin and Folsom. The schools are under the control of the prison boards. The state educational offices have no relation to these schools.

7. *Schools for Atypical Children.* The Sonoma State Home, at Glen Ellen, is managed by a board of trustees, and the Pacific Colony, now being established near Pomona, is under a Board of three Trustees, appointed by the Governor. The State Board of Charities and Corrections exercises some oversight of these two institutions, but the state educational offices have no relations with either.

8. *State School for the Deaf and Blind.* This is located at Berkeley, is managed by a Board of five Trustees appointed by the Governor, and bears no relation to the state educational offices.

9. *Home for the Adult Blind.* There is also a Home for the Education of the Adult Blind at Oakland, also not related to the state educational system.

10. *State Nautical School.* Authorized by the Legislature of 1917, and to be established at San Francisco, in cooperation with the Federal Government. The Governor, President of the State Board of Education, and the President of the San Francisco Board of Harbor Commissioners were to constitute the Board of Trustees for its management. The school has not as yet been opened, due to the failure of the national government to supply a vessel for it.

11. *Immigrant Education.* The act creating the State Commission on Immigration and Housing authorizes that Commission to cooperate with the Superintendent of Public Instruction in the education of immigrants and their children. The plan worked out is one under which the Superintendent deputizes an agent of the Commission to serve as an Assistant Superintendent of Public Instruction, and to have charge of the work. This gives the Superintendent some supervision over it.

12. *Reeducation of Cripples.* The Legislature of 1919 set aside certain funds for the Industrial Accident Commission to use for the reeducation of persons crippled in industry. The state educational offices, under the law, have no relation to the work. The last Federal Congress, however, passed an act appropriating a considerable sum of money, to be apportioned to the states for the same purpose, on condition that the states duplicate the amount and put the management of the expenditure under the State Boards of Education. The California

allotment is about $20,000. A reorganization of this work will need to be made if California is not to lose its share.

13. *Education and Care of Orphans.* This work is under private auspices, subject to inspection by the State Superintendent of Public Instruction. To these institutions the state has just voted to give exemption from local taxation. Both the Board of Control and the State Board of Charities and Corrections also look after this work, in part, but not from the standpoint of education.

14. *The State Library.* This institution does an important educational work for adults, including adult blind, but also is unrelated to the state educational offices.

Counting up, there are twenty-three boards and commissions, all quite unrelated or but loosely related to one another, which exercise control over some portion of the educational work of the state. In few states in the Union would a greater decentralization of control be found. That the assignment in California has been haphazard, and made without any guiding educational principle, is evident. The whole represents a gradual growth without a unifying plan, and is not based on any administrative principle. Such a haphazard organization will inevitably be uneconomical in administration and inefficient in action.

REASON FOR SUCH LACK OF EDUCATIONAL ORGANIZATION.

The reason for such a lack of any rational organization in the educational work of the state is not hard to find. Up to very recently the principle of decentralization has been a fundamental guiding principle in our democratic form of government. The Constitution of 1879 gave special emphasis to this idea. The old State Board of Education, too, was composed of busy school men, and hardly able to organize an educational department or take on any additional educational functions. Neither was the state educational office able to act efficiently. The result was that, before 1913, whenever the need for the discharge of a new educational function arose, the work was assigned to some other board or commission, or a new body to take charge of it was created. The result is that today we find the educational work supported by the state scattered, in its supervision and control, among twenty-three boards or commissions, with a membership of about one hundred and sixty persons, and these acting with little relation to one another.

DESIRABLE EDUCATIONAL REORGANIZATION IN THIS STATE.

To harmonize and make more effective the work of the different educational institutions supported in whole or in part by this state, to bring them into a properly coordinated and comprehensive whole, to

reduce the number of persons at work on the educational problem, to promote efficiency and economy in our educational service, and to create for California a sound and intelligent educational administration for all parts of the public school system, the Committee feels that there should be created a comprehensive and unified State Department of Education, through which the educational control to be exercised by the state should be discharged. The present double-headed state educational control should be unified, the different educational functions of the state given their proper place in a logical State Department of Education, and this Department should also be so broadly conceived and so framed that every new educational function hereafter developed may be assigned naturally to it for purposes of supervisory control, and may find in it its natural place. To this new Department educational functions now being exercised elsewhere should gradually be reassigned. While preserving the principles of democratic government, it should be frankly recognized that efficiency and economy can only be secured by an organization which recognizes the importance of expert professional service, in which there is proper responsibility for the use of authority, through which related functions are brought together for administrative control, and by means of which the interests of the state in education can be promoted intelligently and effectively.

To this end the Committee recommends that the Legislature propose a constitutional amendment to the people, to take the place of the present section 2 of article IX of the Constitution, which requires the election by the qualified electors of the state of a Superintendent of Public Instruction at each gubernatorial election, and the substitution therefor of a new section 2 to read substantially as follows:

Sec. 2. The Legislature shall provide for the appointment, by the State Board of Education, of a Commissioner of Education, who shall act as the chief executive officer of said board and shall execute, under its direction, all educational policies decided upon.

Once such a constitutional change has been effected it will then be possible for the legislature to create, under the headship of the State Board of Education, a State Department of Education capable of properly coordinating the different parts of the state's educational service, insuring harmonious relations in all its parts, and rendering large service to the schools of the state. In the meantime the Legislature can proceed with the creation of a State Department of Education, but there will always be danger of serious friction until such a constitutional change gives authority for a proper relationship of all its parts.

AN ADEQUATE STATE DEPARTMENT OF EDUCATION.

The type of reorganization the Committee has in mind for ultimate development in California is shown in the diagram on the opposite page.

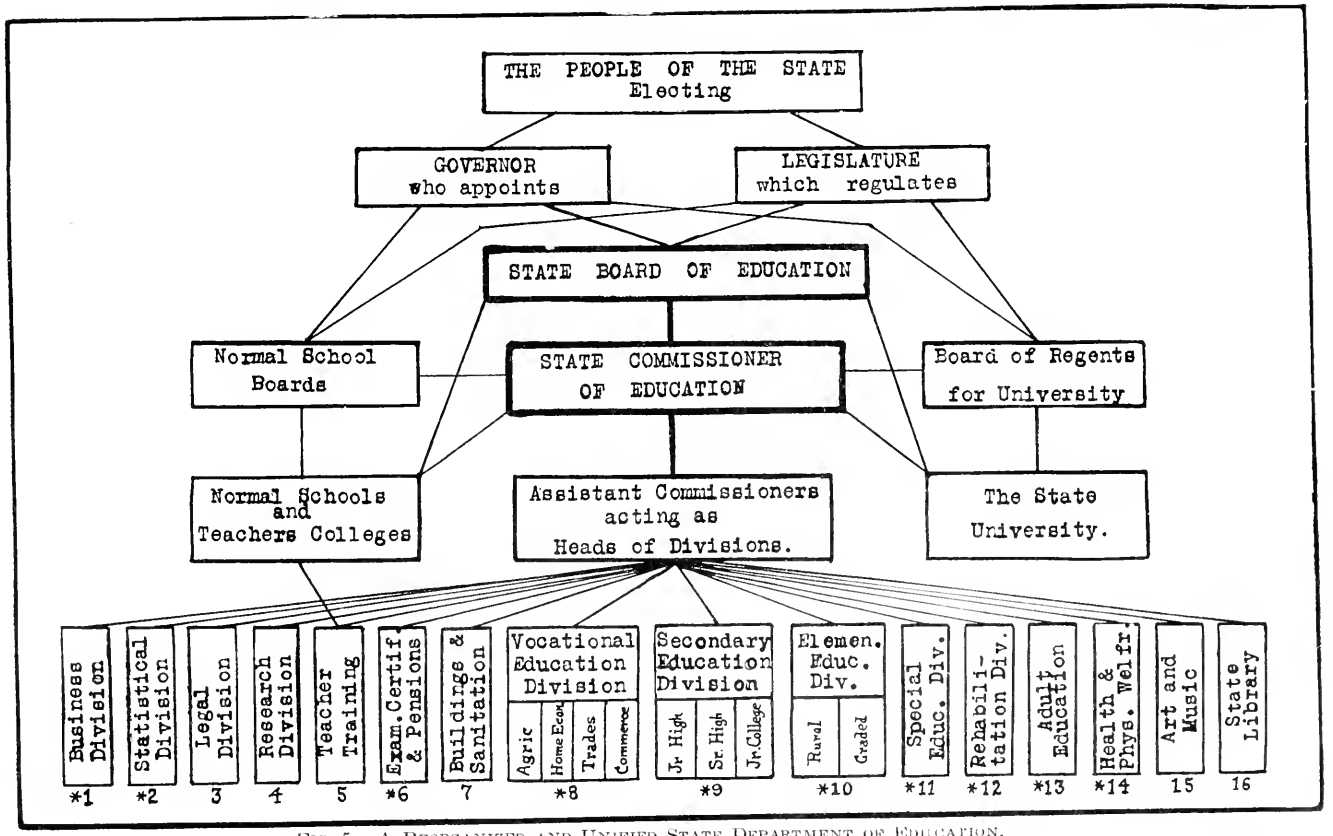

FIG. 5. A REORGANIZED AND UNIFIED STATE DEPARTMENT OF EDUCATION.

For an outline of the proper functions of each division, see corresponding numbers in the text of the chapter. In California, under existing conditions, the work in Rehabilitation (12) would best be classified under the Vocational Division (8). Existing divisions, now existing in more or less perfectly organized form, indicated by a * preceding the number. Division 11 is at

Such a department is perhaps today best represented by the State Department of Education in New York, though a number of other states have partial departments which embody the general idea and portions of the plan shown herewith. It will be seen from the drawing that the people of the state, acting through an elected Governor and Legislature, would appoint the members and control the policy of the State Board of Education. The Governor appoints the members, and the Legislature enacts the laws under which the Board works. The chief executive officer of the Board is the appointed Commissioner of Education. On his recommendation, and as provided for by the Legislature, the Board would appoint Assistant Commissioners or heads of divisions, and these would have charge, under the general direction of the Commissioner and the Board, of such divisions within the Department as the Legislature may from time to time create and add.

The divisions that might properly be found in a well-developed State Department of Education, and the proper work for each division, may be summarized here. The divisions which are already, more or less clearly, in existence in the present double-headed California state organization are indicated by prefixing an *.

*1. *Business Division.* The head of this division should act as Secretary and Business Manager for the State Board of Education, and the other divisions of the Department; keep all books and records; make all purchases and pay all bills; apportion the school funds; and perform such other duties as the State Board may direct.

*2. *Publication, Information, and Statistical Division.* This division should collect and tabulate all statistical matter; prepare and issue all blanks, forms, and registers; prepare the biennial report, and other publications; answer inquiries from the public; prescribe uniform forms for bookkeeping and returns; supply the United States Commissioner of Education and other governmental officials and departments with requested data; and prepare and issue the annual statistical portions of the educational reports.

3. *Legal Division.* This division has rendered such valuable service in the State of New York, by providing a simple, inexpensive, and expeditious method of interpreting the meaning of the school law and settling disputes under it, that it is recommended for establishment in this state. At its head would be an attorney versed in school law, who would edit and publish the school law, advise the Legislature as to legislation, and, through a series of numbered decisions, each to be approved by the Commissioner of Education, interpret the meaning and intent of the school law. The decisions of the State Department of Education would expedite the public business and greatly cheapen pro-

cedure by freeing the courts of most of the school litigation which now finds its way there.

4. *Research Division.* The work of such a division has been well developed in Wisconsin, and in a few other states. The department should act as a center for the dissemination of educational information and the answering of inquiries from the public; and should be a center for the supply or sale of educational tests and scales and the exchange of results with all parts of the state. This would create an investigation bureau for the schools of the state, with a view to improving and advising as to instruction, analagous to the bureaus which our leading city school systems now maintain.

5. *Teacher-Training Division.* This division should exercise supervisory oversight and control of the work done in the training of teachers in all institutions within the state; study conditions and advances made in other states; advise the State Board of Education as to actions to be taken; and direct the after-training of teachers in service through the reading circle work recommended in chapter III. For a time at least, this division could be combined with 6.

*6. *Examining, Certificating and Pensioning Division.* This division should have charge of all examinations for the certification of teachers, which ought to be made a state function and made uniform throughout the state; the granting of certificates, or at least the credentials upon which certificates are granted; the recording of the service of teachers within the state; and the handling of all matters relating to pensions granted to teachers on retirement from service. Except in a large department this division could be combined with 5, above.

7. *Buildings and Sanitation Division.* This division should study the needs and suggest plans for improving schoolhouse construction and sanitation in this state; and prepare sets of plans for different types of school buildings, which would be loaned, without charge, to the school corporations of this state. All plans for new school buildings, outside of cities, should be approved by it. It should also assist counties in making sanitary surveys of school buildings. This division could be made into quite a money-saver for the state.

*8. *Vocational Education Division.* This division should cover the work in *agricultural education, *home economics, trade and industry, and commerce; would act as agent of the Federal Government for work in this state under the Smith-Hughes law; and should also be given supervisory oversight of the work in the California Polytechnic School and the State Nautical School. The Rehabilitation division (12) described on the following page might also be made a part of this division. This would be a large and, for this state, a very important division.

*9. *Secondary Education Division.* In addition to the work now done by this branch of the present department in visiting and supervising the work of the high schools of this state, this division should take over from the University of California, as recommended in Chapter IV, the inspection and accrediting of all high schools, and should also exercise supervisory oversight over both the junior high schools (intermediate schools) and the junior colleges as these are established in this state.

*10. *Elementary Education Division.* This division should study the problems, administration, and needs of the kindergartens and day and evening elementary schools, both rural and graded, of this state, with a view to improving both their administration and instruction.

11. *Special Education Division.* This division should exercise supervisory oversight over, and study with a view to improving, the education provided for the blind, deaf and dumb, feeble minded and mentally defective, the truant and incorrigible, and dependent and delinquent children. To this end it should be given supervisory oversight of all educational work done in the charitable, penal, and reformatory institutions and orphan asylums supported in whole or in part by the state, and should maintain an *experimental laboratory (now in existence at the Whittier State School) for the measurement and proper classification of all children sent to such institutions.

12. *Rehabilitation Division.* This division should take over the work provided for by the Legislature of 1919, in the reeducation of persons crippled in industry, and become the agent of the Federal Government in such work in this state (see pp. 22 and 23). The education of crippled children would also come under this supervisory oversight. In this state the work of this division could be well carried on under the Vocational Education division (8), described on the preceding page.

13. *Adult Education Division.* This division should have charge of the work in immigrant education, the work in Americanization, and adult education generally. Combined with it, for a time at least, should be the state work in visual education, which means a bureau for supplying the schools and libraries of the state with charts, maps, lantern slides, and films of an educational nature, and which, by reason of their expense, individual school systems should seldom purchase. In the state of New York this has been erected into an important special division.

*14. *Health and Physical-Welfare Division.* This division should have oversight of the state's program for physical education and health work in the schools; should conduct health and child-welfare surveys; should stimulate and guide the instruction in health and physical training in the schools; and should make studies as to the health, physical welfare, nutrition, and abnormalities of school children.

15. *Art and Music Division.* This division should study the needs of the state in pure and applied art and in music, with a view to improving the instruction in pure and applied art and in music, elevating the artistic and musical tastes of our people, and better preparing the workers for the applied-art needs of the industries. For more than half a century the state of Massachusetts has supervised and aided such instruction, and with large economic returns in her industries.

16. *Library Division.* In some of our states, notably New York, the state library has been classified as a division of the State Department of Education, and the county libraries in other states have been closely connected with the county educational administration. This seems to be the logical place for such service, as it is essentially educational. The work of the State Library in this state is so good that there is no present need for such a reclassification, but the Committee feels that the county library work would be much better provided for if placed under the type of county educational organization, described in Chapter II, than under the boards of supervisors as at present.

The present double-headed State Department of Education has, under the control of one side or the other of its organization, divisions numbered above as 1, 2, 6, 8, 9, 10, and 14. Division 11 is already in existence at the Whittier State School. The work of division 13 has been begun under the direction of the State Commission on Immigration and Housing. Division 16 exists under a separate board. Other divisions could be organized by a mere rearrangement of work, and without increase of cost. The department is thus capable of expansion, as needed, and as the Legislature may see fit from time to time to direct. Such a department, when fully organized, would not be expensive, and would be of value clearly beyond its cost.

PRINCIPLES UNDERLYING STATE EDUCATIONAL CONTROL.

The prime purpose of such an educational organization is the creation of a State Department of Education along the lines of our best administrative experience, one analagous in authority to our more recent creations in other branches of the state service, and one having under it a sufficient number of trained workers to be able to carry out, over a considerable period of time, a wise, intelligent, and constructive state educational policy, based on a careful study of conditions and needs and the best of administrative experience. The proper solution of state educational problems requires careful study and years of wise educational direction, and this the state can supply better than can its subordinate educational units.

In all such matters as types of schools which must be maintained, length of school term, the education and certification of teachers, the

standards for the supervision of instruction, building and sanitary standards, forms and rates of taxation, terms for compulsion to attend, child-protection laws, standards for education in rural communities, types of vocational education and guidance that must be provided, and the provision of education for defectives and delinquents, it is essentially the business of the state to set the minimum standards which it will permit schools to provide. It is also the business of the state to study the changing conditions within the state, and the educational needs of the state, and from time to time to advance the minimum standards which it will permit. To do this intelligently the Legislature, acting for the state, needs advice based on careful study of conditions and needs, and this it should be the business of such a State Department of Education to supply. The state, too, on the administrative side, should become an active, energetic agent, working constantly for the improvement of educational conditions throughout the state. For such service, and to control the many new educational undertakings which modern states must provide, a well organized and efficient State Department of Education is an essential. Such a Department as has been outlined above will render a service out of all proportion to the cost for its maintenance.

SUMMARY OF FINDINGS AND RECOMMENDATIONS.

In summary form, the findings and recommendations of the Committee are as follows:

1. State educational legislation in California has moved rather regularly toward the creation of an effective form of state educational control, and rapidly since 1913.

2. The evolution since 1913 has been good, and in the right direction, as measured by the best American educational practice.

3. The best American experience and theory points to the desirability of a unified educational oversight for all educational functions assumed by the state, exercised through a properly organized State Department of Education.

4. The present state school administrative organization in California is double-headed, and contains elements that could easily produce discord and destroy its efficiency.

5. The present administrative organization should be unified by the abolition of the elected office of State Superintendent of Public Instruction, which will require a constitutional amendment, and the substitution therefor of an appointed Commissioner of Education to be appointed by and responsible to the State Board of Education.

6. The present educational organization in California is haphazard, and should be unified under a State Department of Education, with

such divisions as the Legislature may from time to time create. A rather full type of state department is sketched, to show how such a department should be organized and what it ought ultimately to evolve into.

7. A consideration of the best principles of state educational control would indicate that such a department should study carefully the changing educational needs of the state, advise and guide the subordinate educational divisions and institutions of the state, and advise the Legislature as to legislation that will establish desirable minimum standards and improve education throughout the state.

8. Such an evolution probably will be the work of a decade, but it represents a desirable form of organization towards which the state should move as rapidly as can be done.

Chapter II.

COUNTY EDUCATIONAL ORGANIZATION.

EARLY CALIFORNIA DEVELOPMENT.

The first school laws enacted after the admission of California into the Union laid the foundations of our present form of county educational organization. The first law, in 1851, provided for the subdivision of the counties into school districts, after the then Massachusetts–New York form of organization, with district boards of three school trustees for each. These were to be elected by the people, and to have control of the school affairs of the districts. They were given power to build school houses, to examine and certify teachers, to appoint them to office, and to pay them from the income from the state school funds and from tuition fees. In 1852 a district school tax was authorized, to supplement such funds, and the beginnings of county supervision were made by ordering the county treasurers to act, *ex officio*, as county superintendents of schools to supervise expenditures. The law of 1855 went a step further by providing for the election of regular county superintendents of schools, by popular vote, and gave to them the general supervision of the schools of the districts and the apportionment of funds, and also provided for separate city organization under city boards of education and city superintendents of schools. In 1860 the county superintendents were authorized to appoint county boards of examination, to supercede the district trustees in the examination and certification of teachers, while the selection of textbooks was transferred from the districts to the state and given to the State Board of Education.

Thus were laid the foundations of the California plan of combined district and county school control, with some state oversight, which has continued ever since. The Massachusetts–New York district system, then in use in all eastern states, was adopted that schools might be organized where needed and wanted, and over this a Middle-Western form of rudimentary county educational organization was superimposed, with a view to coordinating district control and regulating expenditures. There was, for a time, some tendency to try the township form of organization, then just adopted to displace the district system in Indiana, but this was early abandoned as being unsuited to the conditions and needs of so sparsely settled a state. This general form of combined district–county educational organization has ever since continued, though with a slowly growing tendency, as the defects of the district system have become more and more evident, to transfer

powers and duties from the district trustees to the county and state educational authorities, that increased efficiency and better educational organization may be secured.

The Constitution of 1879 strengthened county educational organization by abolishing the State Board of Education and State Board of Examiners, and giving to county and city boards of education the right to select textbooks and to examine and certificate teachers. Five years later, when the new Constitution was amended to provide for an *ex officio* State Board of Education, it was made the duty of the Legislature to "provide for a Board of Education in each county of the state." This constitutional provision has ever since remained, and all subsequent legislation has tended to strengthen the powers and increase the duties of the county superintendent of schools by transferring to him powers formerly exercised by the district school authorities. The right to examine and certificate teachers and to select textbooks was taken away first. The annual district school meeting, which elected the trustees, dictated the school policy of the district, and voted the district tax soon followed; trustees were ordered elected for three-year terms instead of one; and the school meeting was later supereeded by a combined school and tax election. The supervision of the district finances next was taken from the people and given to the county superintendent, treasurer, and auditor. The right of the district meeting to direct the trustees as to the employment of the teacher also disappeared. Uniform state laws relating to finance, length of term, subjects of instruction, textbooks, sanitary conditions, tax levies, and expenditures have subtracted further powers. To county boards of education were also transferred the right to make the course of study for the schools, and to grade and examine the pupils for graduation. Even the purchase of supplies, while still left to the district trustees to handle, is so regulated by the county authorities that a close supervision over expenditures is maintained. The county library system, recently created, is another unifying agency, as yet but loosely connected with the schools, but capable of a still closer connection; while the amendment of the compulsory education law by the 1919 Legislature, providing for the appointment of county school attendance officers, was another step clearly in the direction of a closer county administration of the schools.

TENDENCIES IN OUR AMERICAN STATES.

All over the United States this same tendency to curtail the powers of the school district has been manifest, as the defects of the early district system have revealed themselves, though the tendency to subordinate or abandon the district form of organization has naturally gone further in some states than in others. The map which follows

shows the status of county educational organization in the United States. From it it will be seen that east of the Mississippi River the once universal district system has been almost entirely abandoned, either for a form of town organization, as in New England, a combined township–county form to the westward, or the county unit in the south and west. California is classed as being in the semi-county-unit class, we still retaining the school district as the main unit for educational organization, but superimposing over the district organization a rather strong type of county supervisory control. California has already gone so far in superimposing county control that it could easily pass from its present form of organization to a pure county-unit type, as is today found in Maryland, Utah, or a number of other states.

As a unit for school administration, the district rendered its greatest service in the past. As population increases, urban conditions spread throughout a state, foreign elements enter it, and modern methods of transacting business come into practice, the defects of the district unit for school organization and administration become more and more evident. As a means for providing for the establishment of schools the district system has rendered its service, and there is today little call for the continuation, in any large number, of the kind of schools which this system brought into existence and nourished through the critical period of the infancy of our state educational systems. To have a fully organized board of school trustees for every little school in the county—a board endowed by law with corporate rights and important financial, legal, and educational powers—is now generally recognized as no more necessary, either from a business or an educational point of view, than it would be to have a special school board to employ teachers and janitors and to manage the financial affairs of every individual school house in our cities. In fact, it may be stated as generally recognized among educational authorities today that it is just such minute organization, with the scattering of authority and responsibility, that increases the expenses of our schools, makes them ineffective as rural institutions, and stands in the way of proper educational organization and much needed educational progress. The district unit is too small an area in which to provide modern educational facilities, and the difficulty of securing cooperative action by the trustees of a number of adjacent districts to form a larger and better school is a difficulty that is almost insuperable. Even with the best of intentions on the part of the local boards of school trustees, they carry on their work with so little unity of purpose and so little conception of the real meaning and importance of effective educational service, that the schools they oversee too often are limited in scope and outlook, poorly adapted to modern

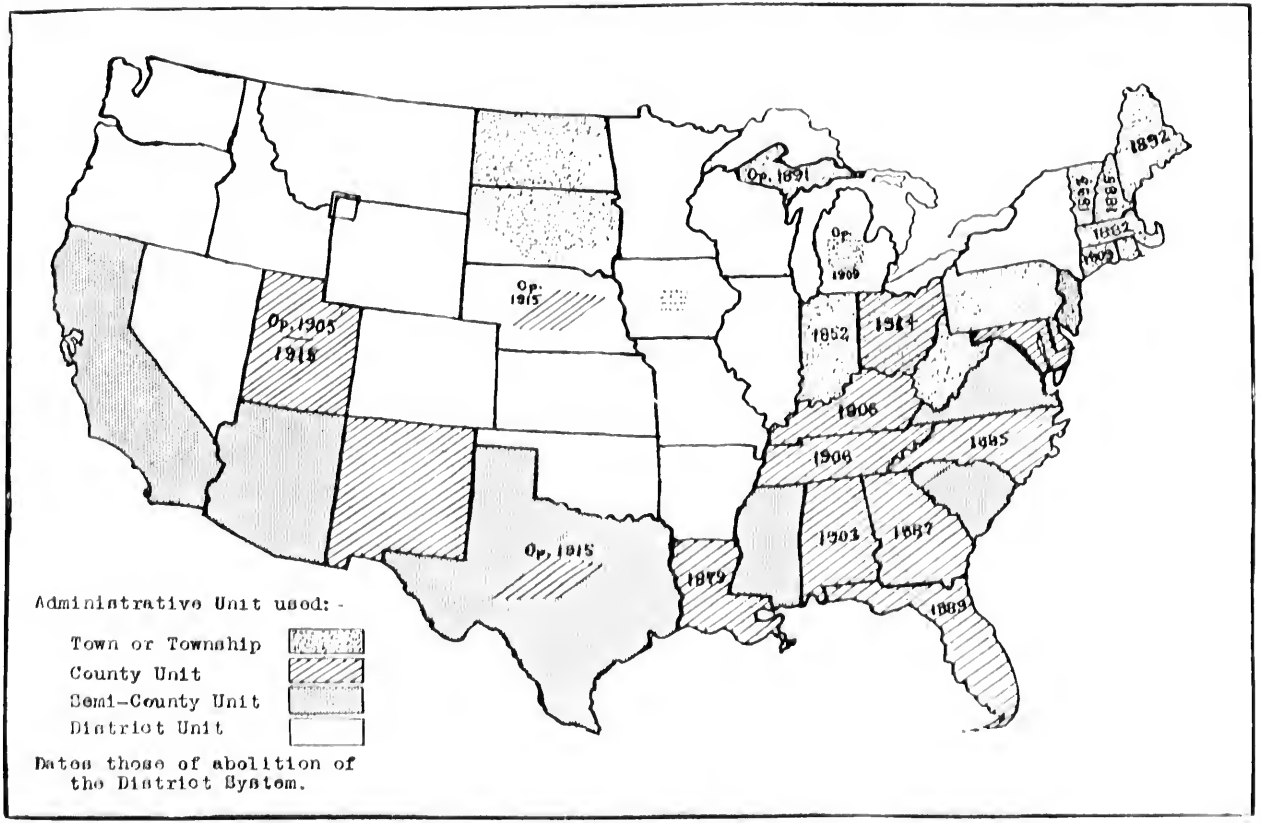

FIG. 6.—THE ADMINISTRATIVE UNIT FOR SCHOOLS USED BY OUR AMERICAN STATES.
Op. means optional organization under a larger unit permitted, at date given.

educational needs, poorly taught and still more poorly supervised, and far more costly than there is any reason for their being.

Experience everywhere has clearly demonstrated that the district system is expensive, inefficient, short-sighted, and unprogressive; that it leads to an unnecessary multiplication of small and inefficient schools, utterly unable to minister to the larger rural-life needs of the present; that under it country boys and girls do not have equivalent advantages with the boys and girls who live in the cities; and that it stands today as the most serious obstacle in the way of a needed consolidation and improvement of our rural schools. With the growth of modern educational needs, the shrinkage of the rural families and the introduction of much machinery which has displaced "hands," and the coming of large foreign elements who need to be cared for in a good school and who can not be trusted to Americanize themselves and their children, the old district form of school administration has broken down and can no longer provide schools suited to the needs of country children and the demands of modern life. In consequence intelligent parents everywhere are leaving the country and moving to town, and leasing their farms to foreign-born tenants, and largely to provide better educational facilities for their children.

THE SITUATION IN CALIFORNIA.

California has 58 counties, and the last report of the Superintendent of Public Instruction gives the number of school districts as 3403, for the year 1919-20. Of these 2366, or 70 per cent, employ but one teacher, and 83 per cent do not employ over two teachers. The table on the opposite page gives details for each county in the state. How many districts are town and city schools is not stated, but if the 301 districts employing 5 or more teachers be substracted for town and city schools, a number of which operate under a board of education and have a supervising principal or city superintendent, we shall probably include all that should be included. For the 57 counties, not counting San Francisco, we elect 57 county superintendents of schools,[1] appoint 228 members of county boards of education, and the people elect approximately 10,250 school trustees. That there is any educational need for over ten thousand school officials to manage the affairs of our rural and small village schools can not be maintained. To conduct the educational business of our counties with this number of often uninformed and not infrequently uninterested school officials requires an expenditure for

[1]In four counties, operating under county charters, the county superintendent of schools is appointed by the supervisors in two, elected by a special county board of education in one, and elected by a convention of the school trustees in one. San Francisco city and county has also just voted (Charter Amendment No. 37) to substitute an appointed city superintendent of schools for the elected county superintendent, it being the last city in the United States to give up this now obsolete method for selecting a city superintendent.

TABLE I.

Showing the Number of Small Schools in Each County in the State.

(Data for 1919-20.)

County	Number of schools in county having but				
	One teacher	Two teachers	Three teachers	Four teachers	Five or more teachers
Alameda	17	3	5	4	13
Alpine	3				
Amador	32	2	1	1	2
Butte	56	4	2		5
Calaveras	37	6			1
Colusa	25	2	2	2	1
Contra Costa	28	11	3	1	10
Del Norte	11	2			1
El Dorado	56	2			1
Fresno	53	4	20	17	18
Glenn	30	9	2		2
Humboldt	83	15	5	1	5
Imperial	17	13	12	2	8
Inyo	19	5	1		1
Kern	67	16	3	4	10
Kings	21	10	3	3	1
Lake	25	3		2	
Lassen	40				2
Los Angeles	60	22	13	5	47
Madera	29	8	4		2
Marin	30	3	2	3	5
Mariposa	29	1			
Mendocino	165	2	7	1	3
Merced	38	18	3		8
Modoc	39	4		1	1
Mono	11				
Monterey	58	7	4	2	6
Napa	43	5		3	
Nevada	38	2			2
Orange	8	13	9	5	18
Placer	37	4	2	2	3
Plumas	29	3		1	
Riverside	39	13	5	5	7
Sacramento	53	11	5	2	5
San Benito	31	3		1	1
San Bernardino	42	4	7	1	11
San Diego	87	10	5	1	9
San Francisco					
San Joaquin	51	22	6	3	5
San Luis Obispo	68	13	1	1	5
San Mateo	19	4	2	4	7
Santa Barbara	44	9	5	3	4
Santa Clara	34	15	7	6	13
Santa Cruz	38	6	2		3
Shasta	100	1	1		2
Sierra	12	3			
Siskiyou	81	3	2		5
Solano	40	4	1	2	1
Sonoma	113	17	8	2	7
Stanislaus	25	17	4	5	9
Sutter	25	4	2	1	2
Tehama	52	4	1		2
Trinity	22		2		
Tulare	85	26	10	3	7
Tuolumne	25	2	1	1	2
Ventura	34	9	2	4	7
Yolo	36	1	3	1	3
Yuba	35	1		2	1
The State	2,366	440	185	111	301

clerical help, bookkeeping, printing, postage, and time that is both large and wholly unnecessary. Of the fifty blank report-forms listed by the State Superintendent of Public Instruction as printed and supplied by the state, one-fifth are for reports from these boards of district school trustees. Any county superintendent of schools will testify to the necessity for the careful scrutiny of these reports, and often the necessity of returning them for correction—sometimes more than once.

To try to educate these boards of trustees to some understanding and appreciation of their work, the state has provided for an annual trustees institute, to be held in each county, and to which each district board is expected to send one of its members, the board paying him his expenses for attendance. For the cost of these institutes we have no accurate record, but we know that the attendance upon them has not been large. For 1919-20 thirty county superintendents report such institutes as held, and at an expense of $4,876.03. If only one-half of the boards complied with the law and sent a representative, and we estimate an average expense of only $5 for each, $8,750 additional must be counted. In other words, at least $13,500 a year are spent today in trying to give to one trustee in three some better conception of his educational duties.

The bonding of school districts for small amounts for additions and new buildings is another large economic waste. To vote bonds for $3,000, as is not uncommonly done, will cost not less than $350 for legal expenses, printing, and advertising, and the bonds to sell must bear at least a 1 per cent higher interest rate than would county school bonds, issued for a similar purpose. Were the whole matter of schoolhouse construction and maintenance handled by one county educational board, and for the county as a unit, cities under boards of education excepted, and with an annual tax for buildings and repairs, practically all of the present waste for elections, bonding, and interest would be saved and better results at the same time obtained.

When we add to these expenses the very large expense incurred by the maintenance of large numbers of small, inefficient, and wholly unnecessary schools, the cost of the district system runs up to a very large total. Due to increased salaries paid teachers, to increasing costs for everything bought and used, but largely to the small size of the schools maintained, a school of 10 to 15 children often costs more, and usually as much, provided an equal length of term is considered, as does a city school of 35 to 40 children, whereas the education offered is not nearly so good. Experience in other states has clearly demonstrated that, under a county-unit form of educational administration, from one-fourth to one-third of the teachers in the rural schools of any

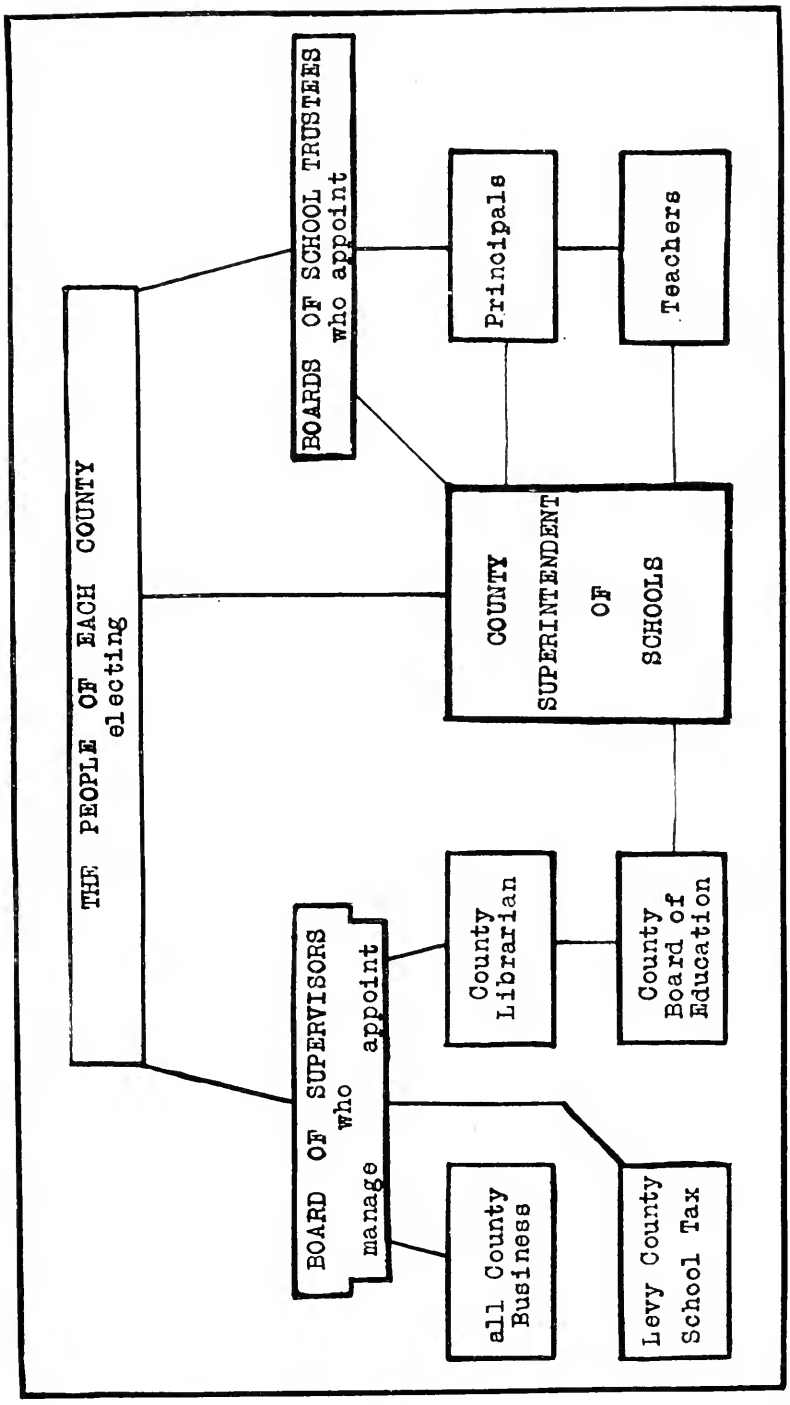

FIG. 7. PRESENT TRIPLE-HEADED COUNTY EDUCATIONAL ORGANIZATION AND CONTROL IN CALIFORNIA.

county can be dispensed with by means of that consolidation of schools which inevitably ensues when their administration is directed by one county educational board, the per capita cost for education is decreased, and the quality of the education provided rural children can be at the same time very materially improved.

Counting the boards of supervisors, who possess some educational functions, we have in California the triple-headed educational organization for our counties shown by the chart on the preceding page.

A FUNDAMENTAL REORGANIZATION NEEDED.

What is needed is a fundamental reorganization and redirection of rural and small village education, and along lines which will transform such schools into more useful educational and social institutions. This, however, can be accomplished only by some authority of larger scope and insight than the district school trustee, and by the application to the problem of a larger type of administrative experience than that represented by district control. To provide properly for the administration of our rural and village schools, to increase their efficiency, to decrease their expense, to provide them with adequate professional supervision, and to enable children in them to enjoy some of the special educational advantages which city children today enjoy, demands that the administrative experience of our city school systems be applied to our counties as well. This would mean the abolition of the small school district as a corporate administrative unit, as was done by the cities everywhere long ago; the erection of the county, outside of cities, into one County-Unit School District; and the management of the schools of each county, outside of included cities having boards of education and a city superintendent of schools or a supervising principal, as a single financial and educational unit, just as the schools of our cities are now managed. Such a fundamental reorganization, carefully worked out for San Mateo County,[2] is shown in Figures 8 and 9. The chief differences between a county-unit system of schools, such as today exist in Maryland, Florida, Georgia, Louisiana, or Utah, or as is shown in Figure 9, and a city school system such as that of Sacramento, Stockton, or Fresno, would be that the schools would be smaller, probably more numerous and farther apart, and that they would be organized with special reference to educational efficiency and to the needs of rural and village life.

Nowhere else in our political organization do we retain so small a governmental unit as the school district. In the assessment of property,

[2]Made by Dr. J. Harold Williams, in 1915, and published by the United States Commissioner of Education, as Bulletin 16, 1916, under the title of "Reorganizing a County System of Schools." Washington, 1916.

taxation, recording of deeds and contracts, payment of taxes, building of highways and bridges, provision of hospital service and poor relief, supervision of agricultural work, enforcement of traffic laws, maintenance of libraries, etc., we today use the county or the large city as our smallest administrative unit. In some of these matters we are finding the county too small, and are transferring certain functions to the state to secure better administration. There is no reason why the administration of so important a subject as public education should not be conducted on the basis of a unit large enough to ensure educational efficiency. The coming of the paved highway and motor transportation have given new emphasis to the need for such educational reorganization.

A transfer to the county-unit for school control could be made in California by legislative action, each county, cities under boards of education excepted, being declared by law to be one school district and, as such, placed under a county board of education for administrative control. The present districts would then become attendance sub-districts, capable of being combined and altered by the county board of education as the educational needs of the county might seem from time to time to require, just as city boards of education alter the attendance lines for their different schools. The corporate powers of the present districts would be taken from them and transferred to the county boards of education, which would assume title to the school property and charge of the rural and small town schools of the county. The boards of district school trustees would disappear, being replaced, perhaps, by one appointed attendance-district trustee, or director, with few and simple duties, while all educational and financial powers now possessed by the 3102 boards of school trustees for the small districts would be transferred to the 57 county boards of education and their executive officers, the county superintendent of schools, the secretary of the county board, and the special supervisors employed to visit and supervise the schools.

THE CONSOLIDATION OF SCHOOLS.

An attempt has been made in many of our states, during the past twenty-five to thirty years, to provide a remedy for the defects of the district system by permitting of the consolidation of two or more school districts to form a union school, and the transportation of the children from the abandoned schools to the larger and better-organized and better-taught central school. Here and there in a few progressive communities some remarkable results have been attained by this plan. Where good consolidated schools can be formed they are very desirable.

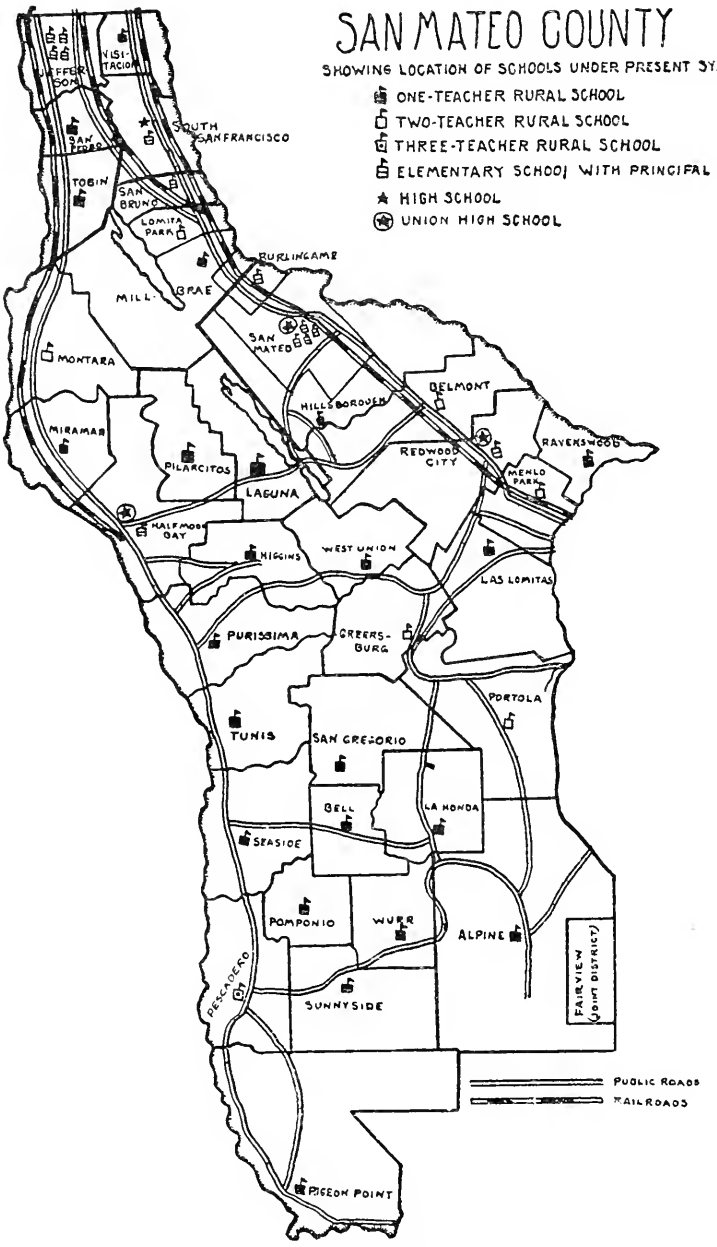

FIG. 8. SHOWING SAN MATEO COUNTY BEFORE REORGANIZATION.

(From Williams' study, made in 1915, and published by the United States Bureau of Education.) This shows a county having 37 elementary school districts and three high school districts.

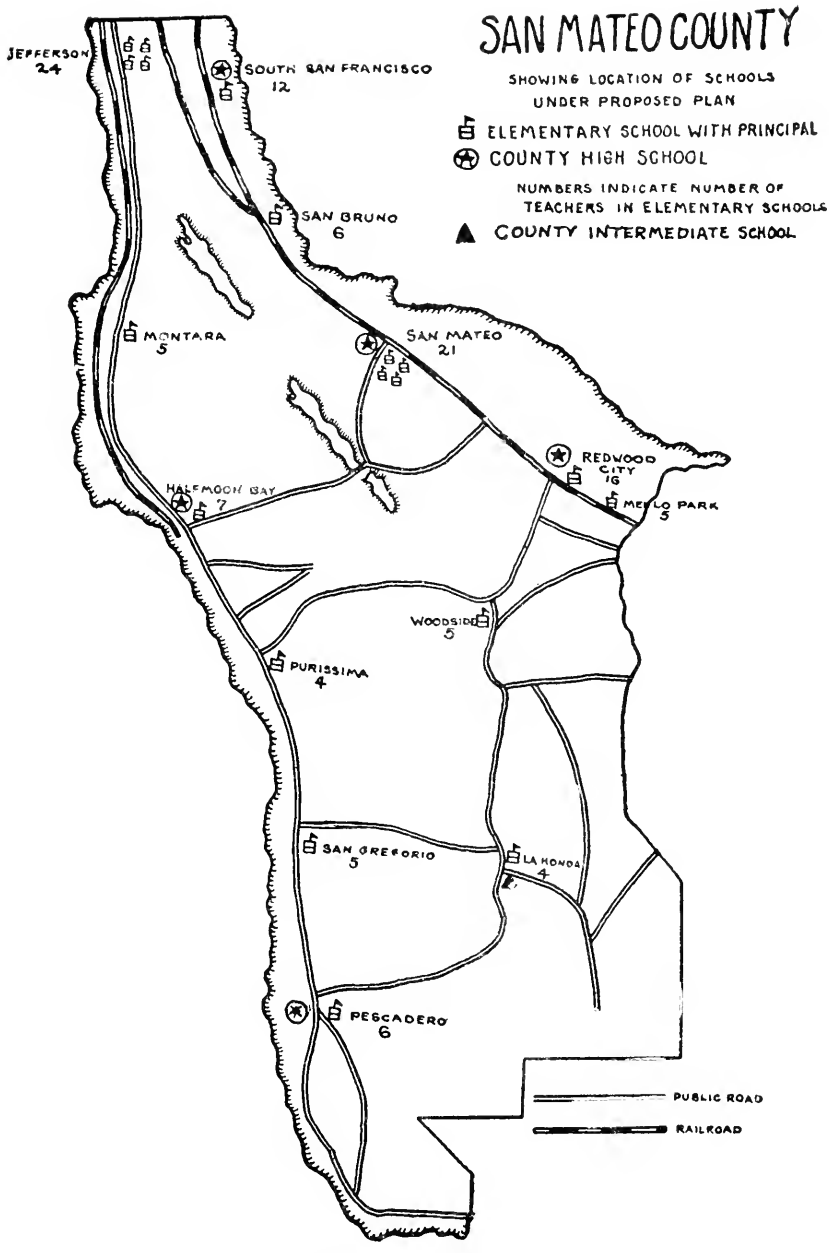

FIG. 9. SHOWING SAN MATEO COUNTY REORGANIZED.

(From Williams' study, made in 1915, and published by the United States Bureau of Education.) This shows the county reorganized into 13 attendance districts for elementary education, and five high school attendance districts. There would also be at La Honda an Intermediate School, offering partial high school work.

They materially increase the efficiency of the instruction, provide opportunities for education comparable with those which city children enjoy, and reduce the per capita costs for instruction. Even a two-room consolidated school is better than a one-room district school, but a four-room or a six-room school is still better. In connection with such consolidated schools "teacherages" can be provided, often by building over into a residence an old one-room school building, and these provide teachers with homes and serve to attract a much better grade of teachers to the rural schools.

The trouble with the consolidated school idea, as usually carried out, is that the consolidated schools are too hard to form, and when formed are usually too small. In no district-system state has the consolidation of schools made any large headway, for the reason that the people of the districts, and their trustees, cannot be educated up to the advantages of large consolidations fast enough, and for the further reason that the laws usually require an affirmative vote of the people of the districts, and mistaken conceptions, real-estate ambitions, and an erroneous local pride usually block constructive action. For example, California has had such a permissive law for the past eighteen years, but to 1919-20 only 59 consolidated elementary school districts have been formed under the law, and most of these have been too small.[3] While the consolidation of schools is a desirable movement, the defects of the idea for solving the educational and financial problems surrounding the education of children in the country lie in the difficulty of securing action, the slowness of action under the plan, and the fact that most consolidations so far formed have been too small and in time will need to be done over again. While fully acknowledging the advantages of the consolidation movement, where it can be carried out in an effective manner, the real remedy, nevertheless, lies in the substitution of a county-unit form of school administration by the Legislature, rather than in waiting for voluntary consolidation by the districts. Only this will ensure the provision of adequate consolidated schools, where needed and possible, within any reasonable period of time, and at the same time provide the needed unification of school administration in our counties.

A COUNTY-UNIT PLAN OF ORGANIZATION.

From a study of our best American experience in county-unit school organization and administration, the following may be stated as contain-

[3]During the present year a still larger number of consolidations have been formed caused almost entirely by the teacher shortage. Most of these have been merely the union of two neighboring schools, so that all children might be taught, and can scarcely be considered as real consolidations. In the best sense of the term California has as yet practically no consolidated schools, and few are likely so long as the district system of management is retained.

ing the essentials of a good form of county-unit educational reorganization, as applied to California.

I. General Control.

1. Abolition of the school districts as separate corporate bodies, and the consolidation, for purposes of administration, of all school districts in the county, outside of cities, into one county school district. Each county would then have but one county school district, with attendance subdistricts, and one or more city school districts.

2. Abolition of the present professional county boards of education, and provision for the election of lay county boards of education, of five members, elected by the people of the county at large, or by election districts, and for four-year terms and so classified that the smallest possible number change each year.[4] This board would occupy for the county a position exactly analagous to a city board of education for a city.

3. If put into effect by legislative act at once, the present county superintendents of schools would become the executive officers of the new county boards of education, but, as soon as the constitution can be amended, such a double-headed arrangement should be abandoned. After such amendment, each county board of education would appoint the county superintendent of schools, or county commissioner of education, under provisions of a general state law, and fix his salary. In making this appointment they should have the same freedom in selection as have city boards of education or boards of high school trustees today. Such officer should enjoy the same rights, tenure, and privileges as a city superintendent of schools, and have somewhat the same administrative and supervisory duties and powers.

4. Each county board of education should succeed to the title of the school property of the districts, outside of the cities, and have power to consolidate, sell, build, repair, and purchase school property.

5. Each county board of education should also assume charge of the property and administration of any county high schools existing or later established, and any county vocational schools, county agricultural high schools, or county parental schools to be established, and some plan should be worked out for bringing union district high schools not in cities into a general county plan for providing secondary education for all children of the county.

6. Each county board of education to be directed to make a careful study of the educational needs of the county, and its educational resources, and in this to be assisted by experts detailed for the work from the

[4] It would be still better if constitutional provisions did not prohibit, if the term of office were made five years, one to go out of office each year.

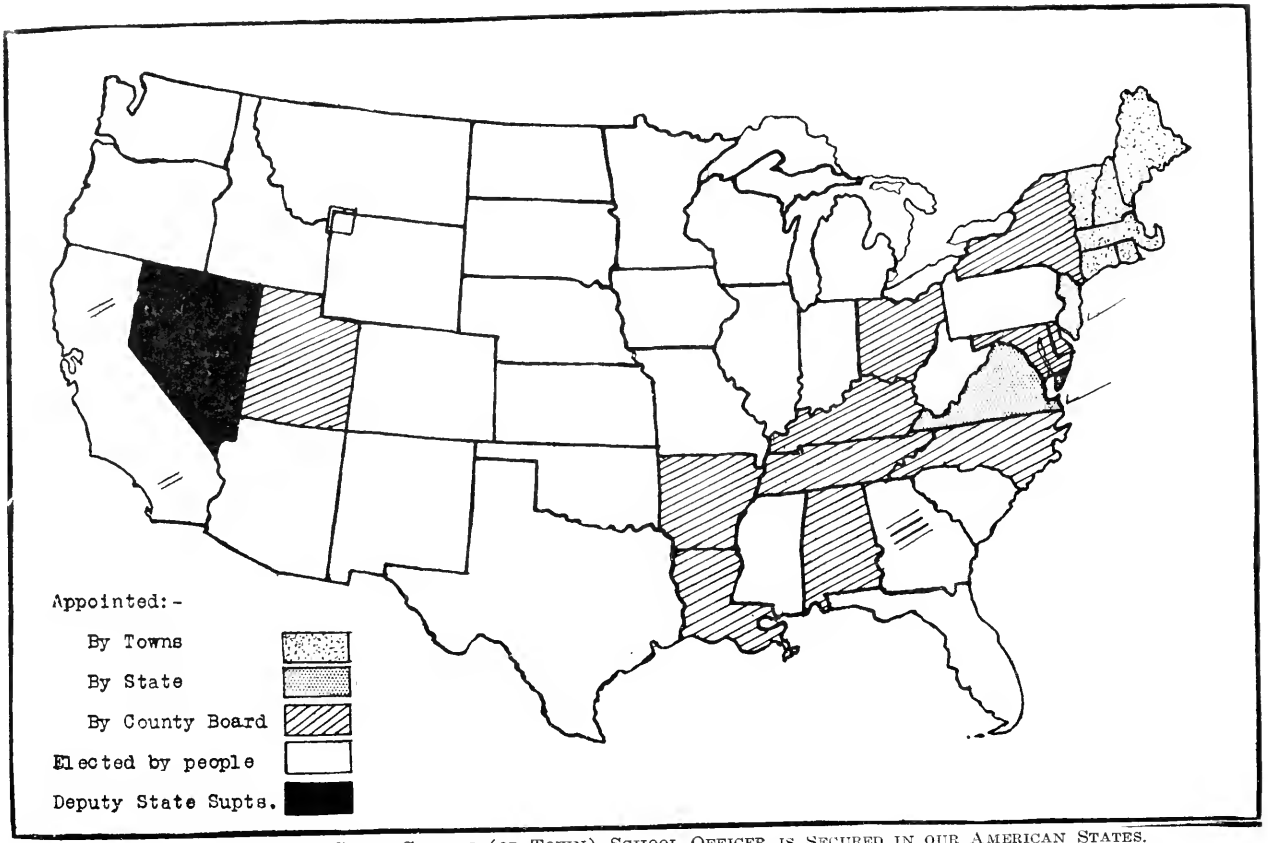

FIG. 10. HOW THE CHIEF COUNTY (OR TOWN) SCHOOL OFFICER IS SECURED IN OUR AMERICAN STATES.

The six New England States use the town (township) system, there being no County School Officers in these States. There the town superintendents are all appointed just as high school principals are in California. Nevada abolished the county educa-

State Department of Education. On the basis of such study the county boards should proceed to a gradual reorganization of the school system of the county, with a view to improving the educational advantages offered and if possible reducing the cost.

II. Business and Clerical Control.

1. Each county board of education to appoint a secretary and business manager, who shall act as secretary for the board and conduct the clerical, statistical, and financial work connected with the county educational office. The county board to fix the salary, and determine the assistance needed for each such officer.

2. The secretary to have charge of the office, make all purchases, draw all warrants, purchase and distribute supplies, and have general oversight of the janitor and repair work of the schools.

3. The secretary to be the custodian of all legal papers belonging to the county board of education, to give all required notices, to administer oaths, to register all teachers' certificates, to keep a set of books covering all financial transactions, to sign contracts as directed, and to perform such other similar duties as may be assigned to him. In a sense he would succeed to a large part of the present duties of the county superintendents, leaving them free for the more important educational duties of school supervision, at present largely neglected.

4. Each county board of education to approve an annual budget for the schools under its control, and to recommend the annual county school tax and notify the supervisors of the amount to be levied. This tax to include all other educational tax levies for cities and high school districts within the county, and the income from such tax to be distributed to such according to law.

III. Educational Control.

1. Each county board of education, on the recommendation of the county superintendent of schools, to appoint all teachers needed for the county, outside of cities, and to fix and order paid their salaries; also to appoint special teachers and supervisors, janitors, attendance officers, and such other educational employees as may be needed.

2. Either separately, or in connection with a city or an adjoining county, also to appoint county attendance officers, county school physicians and nurses, and any special teachers needed.

3. Similarly, each county board to have power, singly or in cooperation, to establish a county agricultural high school, a county junior college, or any other type of special county school that may be author-

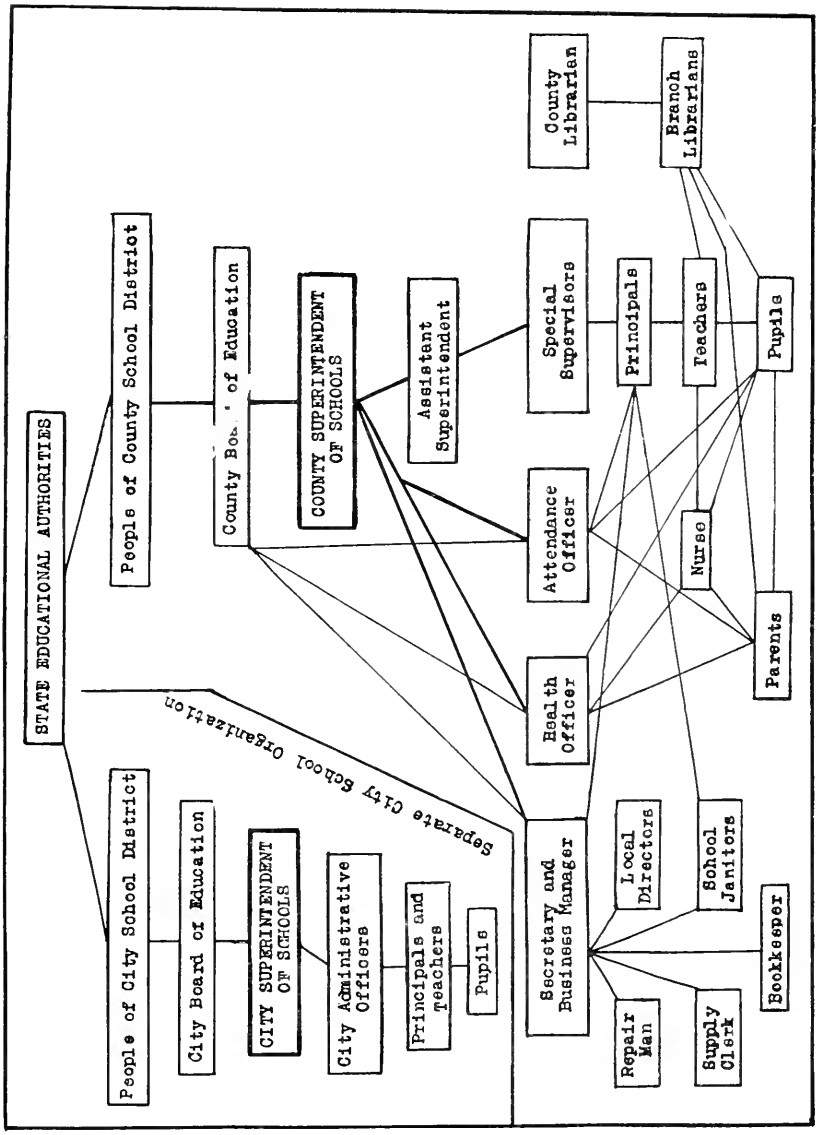

FIG. 11. PROPER COUNTY-UNIT EDUCATIONAL ORGANIZATION FOR A LARGE COUNTY.

While not so organized in this State, the County Librarian should also be an appointee of the County Board of Education and a part of the county educational organization.

ized by law, and also to approve all new projects for the extension or change of the system of schools.

IV. Function of the Superintendent of Schools.

In addition to the powers and duties previously enumerated, the county superintendent of schools to have the following powers and duties:—

1. To act as the executive officer of the county board of education, and the head of the county department of education, and to execute, in person or through subordinates, all educational policies decided upon by the county board.

2. To represent the state educational authorities in the county; to decide disputes under the school law, subject to appeal to the Legal Division of the State Educational Department; to exercise supervisory control over all schools under the jurisdiction of the county board of education; to nominate and assign all teachers and principals, and supervise their work; to visit and supervise the schools of the county; to hold local and county teachers' institutes, and direct the reading circle work; and to labor in all practicable ways for the improvement of the education given to country and town boys and girls.

3. To recommend changes in the organization and distribution of the schools; to oversee the preparation of all courses of study used in schools under his jurisdiction, and to approve the same; to approve for purchase all school supplies and supplemental books; and to prepare and issue an annual printed report as to the work of the schools of the county.

V. Combination of Counties, or Counties and Cities.

The Legislature should provide means under which two small and adjacent counties may be combined for such county-unit administration, or under which a city may join with the county to provide a single administration for all of the schools of the county.

The form of organization, and the relationships, which would ensue under such a county-unit plan as is sketched above, are shown in the diagram given on the opposite page.

It ought to be emphasized that such a county-unit form of educational organization as is here outlined does not in itself involve the abandonment of a single existing school. The county-unit form of organization is essentially a business and educational plan for the better administration of the schools of the county, either existing or later to be. Once applied, however, it will naturally result in the gradual replacement of many small and unnecessary schools, prevent the further splitting of

districts to form new small schools, and in time ensure the erection, at central places, of new and larger and better school buildings, and the transportation of the children to the new central schools. The increased value of the education that can be so provided, and the decreased per capita cost for schooling that would result under the county-unit plan, would insure the gradual consolidation of the schools into larger units in a way that will never be possible under the district system. All that the county-unit plan of organization does, at first, is to apply the administrative experience of our cities to county school control, to substitute centralized administration over the schools of a county, open the way for educational and business reorganization, and make possible a rapid improvement in educational conditions throughout a county.

HOW TO INSTITUTE SUCH A REORGANIZATION.

There are two methods by means of which such a form of educational reorganization could be instituted in this state. The first plan, which has been the plan followed by most states which have made the change, is for the Legislature to order, by general state law, that the change be made after a certain time. The second method, followed by Utah,[1] is for the Legislature to adopt an optional county-unit law, at first to apply only to those counties adopting it by vote, all counties being required to vote on the question the first year after its enactment, and later, after its somewhat general introduction, to order it compulsory for all and apply it to the state as a whole. Various forms of county-unit organization could be provided for, much as does the law organizing high school districts, so that there might be county-unit school districts which included no city, others which included a small city but not large ones, still others in which the city and county districts are one, and joint county school districts which included two adjacent counties. Manifestly such a county as Alpine would have alone no need for a county-unit form of educational organization, and ought, for educational purposes, to be attached to some contiguous county. Manifestly also San Francisco should not be included in the plan.

The steps in the process would be about as follows:

1. The abolition, by law, of the present professional county boards of education, and the creation in their stead of a new type of lay county boards of education, to be elected from the county, for four-year terms, at a school election, and to occupy in county educational affairs a position similar to that held by city boards of education for city school

[1] In Utah an optional county-unit law was enacted in 1905, to meet the wishes of one county desiring to organize under such a law. By 1915 nearly two-thirds of the counties in the state had voted to accept the county-unit law, and the Legislature then ordered it required for all counties. By the 1920 census the population of Utah averaged 5.4 to the square mile, while that of California averaged 21.9.

affairs, and also somewhat analagous to that held by the State Board of Education for the whole state.

2. For the present the elected county superintendents of schools should be designated to act as the chief executive officers for the new county boards of education, just as the State Superintendent does for the State Board of Education. However, as this will create the same double-headed type of educational organization for our counties that we now have in our state educational organization, this condition should be changed by constitutional amendment as soon as possible, and for the same reasons detailed in the preceding chapter. Article IX, section 3, of our state Constitution now requires the election, by the qualified electors, of a county superintendent of schools, at each gubernatorial election for each county in the state, unless provided for otherwise under the provisions of Article XI of the Constitution, permitting of county charters. Five counties have now availed themselves of this provision.[1] Any general county-unit law should provide means for the transfer, for educational purposes, by any county from the county charter provisions to the uniform state law for educational reorganization. Article IX, section 3 of the state Constitution should be replaced by a new section reading somewhat as follows:

Sec. 3. The Legislature shall provide for the election or appointment of a county superintendent of schools for each county in this state.

3. The abolition of the district system of school organization by instituting in its place a comprehensive form of county-unit school organization, embodying the essential features of the plan which has been outlined in this chapter.

The above steps the Committee believe should be taken for this state as rapidly as can be done.

SUMMARY OF FINDINGS AND RECOMMENDATIONS.

In summary form, the findings and recommendations of the Committee are as follows:

1. California has for long been moving toward a modification of the district system for school control by the gradual introduction of county control, and today represents an intermediate stage in development.

2. The district unit for school administration has done its best work,

[1] Los Angeles and San Bernardino counties, where the supervisors appoint the county superintendent, as a county officer; Tehama County, where the superintendent is elected at a convention of the school trustees of the county, after the Pennsylvania plan; Butte County, where a special county board of education is elected for the one purpose of selecting and appointing the county superintendent; and San Francisco combined city and county, which has just voted to substitute a superintendent appointed by the board of education, with freedom to select him from anywhere and to fix his salary, for the election of a citizen by popular vote, which it has had for so long.

it is expensive and ineffective, and present-day needs in rural education call for its abolition.

3. The logical unit for school administration, as in other governmental affairs, is the county, and a transition to this in California would be easy, and should be made by legislative direction.

4. The consolidation of schools idea is good, but voluntary action by the districts is too slow and the unions formed are too small.

5. A fundamental reorganization of the administration of rural and village education is called for, and a plan for such is sketched.

6. The steps in the process would be, and these the Committee recommends be taken, as follows:

(a) Abolition by law of the present professional county boards of education, and the creation of lay boards, with new powers, in their stead.

(b) The abolition of the district system of school administration, and the enactment, in its place, of an optional comprehensive county-unit law.

(c) The amendment of article IX, section 3 of the Constitution, to provide for the appointment of county superintendents of schools.

CHAPTER III.

THE PROBLEM OF TEACHER TRAINING.

THE CALIFORNIA DEVELOPMENT.

A problem which early attracted attention in this state was the problem of teacher training. As early as 1862 the first state normal school, afterwards located at San Jose, was established. There were at that time but twelve public and eight or nine private normal schools in the United States, and all of these were in the section east of the Mississippi River and north of the Ohio and the Potomac. The following year (1863) the first state aid for teachers' institutes, another new educational idea found only in the same locality as the early normal schools, was granted by a state law which at the same time enacted new regulations for the certification of teachers for the schools. California was the first state west of the Mississippi River to provide for these two new institutions for teacher training. The inspiration for them came from teachers migrating from New York and New England, then the centers of educational progress in the United States. The lead which California then took in the preparation of teachers has ever since been retained. Since 1862 other state normal schools have been established, as follows:

1881—Los Angeles State Normal School. (In 1919 transformed into a southern branch of the University of California.)

1887—Chico State Normal School.

1897—San Diego State Normal School.

1899—San Francisco State Normal School.

1909—Santa Barbara State Normal School of Manual Arts and Home Economics. (In 1919 changed to Santa Barbara State Normal School.)

1911—Fresno State Normal School.

1913—Humboldt (Arcata) State Normal School.

Each of the normal schools forms a part of the public school system, and each is under a board of five appointed trustees, with the Governor and the Superintendent of Public Instruction as an *ex officio* members. In all matters relating to entrance requirements, courses of study, and graduation requirements, these schools have recently been made subject to regulation by the State Board of Education.

These institutions, together with the migration to California in the past two decades of many normal-trained teachers from eastern states, have served, coupled with good finance, to give this state one of the highest percentages of trained teachers to be found in any state of the Union. In 1920, despite recent losses, this still stood at 79.65 per cent, measured for the state as a whole. The map on the following page

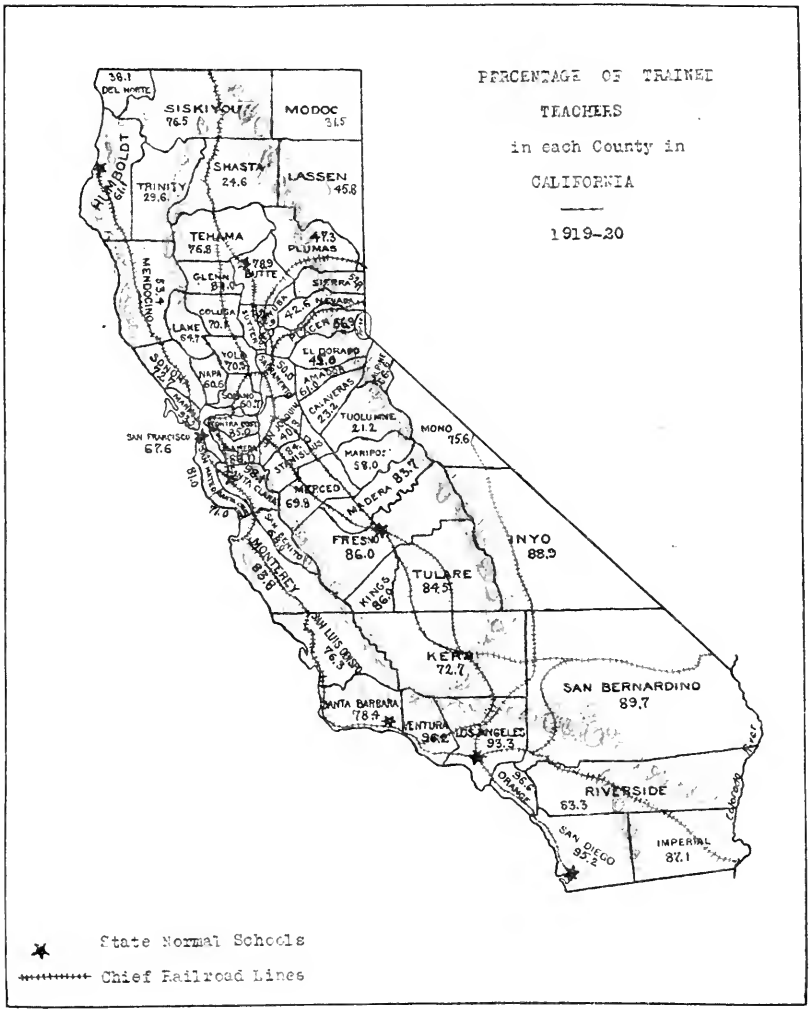

FIG. 12. SHOWING LOCATION OF THE STATE NORMAL SCHOOLS, AND THE PERCENTAGE OF TRAINED TEACHERS IN EACH COUNTY.

shows the percentage of trained teachers teaching in the elementary and high schools of this state in the autumn of 1920, by counties. The range is from 98.10 per cent in Santa Clara County, to 21.15 per cent in Tuolumne County. The map also shows the location of the state normal schools, mountains, and chief railway lines, and it will be noted that the number of trained teachers in any county is largely dependent upon the ease with which students from that county can reach a state normal school. The indication from this map, showing the distribution of trained teachers, is that the general diffusion of teacher-training institutions over this state has been wise. Other states have had the same experience.

THE RECENT CRISIS IN TEACHER TRAINING.

Up to 1917 the normal schools of California were filled with students, but since that year these institutions have experienced a serious decline both in the number of students and of graduates. The same falling-off has been true for other states, as well as for California. The quality of the normal school student also has declined. In 1913-14 the normal schools of California graduated 1,539 teachers, whereas in 1919-20 the number was approximately 1,100. In the whole United States there were 13,681 teachers graduated in 1916, and but 9,514 in 1919. In all states, too, there has been a serious shortage of teachers for the schools since 1917. Though there has been some improvement since the autumn of 1919, yet at the opening of the present school year (1920-21), the United States Commissioner of Education estimated that the schools of the nation were still short approximately 75,000 elementary teachers and 15,000 high school teachers, while to supply any type of teacher for the schools, standards had been so lowered that from one-third to two-fifths of the teaching staff of the nation were seriously lacking in preparation. Inadequately prepared and paid as teachers were before the war, the rise in prices has made professional training on the old pay standards largely out of the question. In consequence, the normal schools no longer attract as they once did. Young people, who five or ten years ago would naturally have turned to teaching, are now drawn to other lines of usefulness or to other types of institutions for study. Our colleges and universities are crowded as never before in their history; our normal schools are depleted in attendance as they have not been in the past quarter of a century. While California normal schools are in better condition as regards students than those of most eastern states, the same causes and consequences are nevertheless felt here.

One of the most serious phases of the problem of providing trained teachers for the schools lies in the continual loss of those who represent

the best trained and experienced members of the teaching profession. In this California has suffered as have other states. The war directed new attention to the teacher as an organizer and an executive, and this business executives have been quick to recognize. Within recent years hundreds of our best educated and best trained teachers have been drawn from the work of the school by reason of much better positions in the business world. In consequence, the teaching profession has been steadily losing its best trained and most competent teachers, as well as failing to attract an adequate supply of new material to its training institutions.

PAY OF NORMAL SCHOOL INSTRUCTORS.

Our normal schools, too, on the wholly inadequate salary schedule they have been forced to maintain, also can not retain their best instructors or replace their losses with persons of the proper grade of training. In California, the salary schedules in our normal schools have been so low that they have scarcely been able to compete for instructors, during the past half dozen years, with our middle-rank high schools. When one considers that the normal school is training teachers for the future, and that the character of our teachers and schools ten or fifteen years from now will be largely determined by the character of the instructors in our normal schools today, the seriousness of the situation will be evident. All in all, it is not surprising that practically no men are longer attracted to our normal schools for training as teachers, or that the best types of women prefer to go to college where they may find a larger outlook and better instruction.

RECENT STUDIES OF THE PROBLEM.

A nation-wide survey of the situation, made during the present year, with replies from 34 states, gave the following as reasons and remedies:

Reasons for the teacher shortage.

1. Low salaries and poor working conditions.
2. Better opportunities in other lines than teaching.
3. Both men and women prefer to study in a college, where they find better instructors and a wider range of instruction from which to choose.
4. High school teachers are usually college graduates, and they, consciously or unconsciously, deflect students to the colleges.
5. Lack of discrimination in electing and paying teachers by boards of school trustees.
6. Outside of the larger city school systems, and the high school, no career for men in educational work.

Remedies for the situation.

1. Better salaries and working conditions. The teacher-shortage problem at bottom is economic and social,

2. Improvement in educational organization and administration that will better open up educational service as a career.
3. Better teaching facilities, and broader opportunities for study in the teacher-training schools.
4. Collegiate status for the normal schools, with power to grant a degree.
5. Materially higher pay for normal school teachers, and the employment of a much better type.
6. More rigid and better organized certification laws, to weed out incompetents and place more premium on training.

There also appeared, within the past six months, the long-awaited study of "The Professional Preparation of Teachers for American Public Schools," made by the Carnegie Foundation for the Advancement of Teaching.[1] This study was begun six years ago, at the request of the Governor of Missouri, and was based primarily on a study of the tax-supported training schools of that state. The study, though, was extended to cover the teacher-training problem in the United States, and the principles laid down in this report are intended to be generally applicable elsewhere. The state was found to maintain five state normal schools, two large city training schools in St. Louis and Kansas City, and a school of education at the University of Missouri. Each was under the direction of a separate board of trustees; each worked without reference to the work of the others, or to any state plan; there was practically no state oversight or control; there was duplication of effort and lack of extensions into new lines; the standards maintained varied greatly, and for the normal schools were lower than they should be; the instructors lacked in education and professional preparation; and the type of teachers sent out was much below what the present-day needs of our public schools demand. The situation in Missouri was felt to be typical, and not essentially different from that found in other than a few of the better situated of our states.

To meet the situation in Missouri, and elsewhere, the report recommends a unification and centralization of control of all teacher-training institutions in the state, and under one central board; the extension of the normal schools into four-year Teachers' Colleges, that they may give a better type of training for teaching; the unification of the organization and work of these Teachers' Colleges with the work of the School of Education of the University of Missouri, the Teachers' Colleges being regarded as branches of the University; and the ultimate fusion of this unified control with that of the State Department of Edueation, after it has been better developed. The report recognizes that individual states must solve the problem of control

[1]Bulletin No. 14 of the Carnegie Foundation for the Advancement of Teaching. 475 pages. The Carnegie Foundation, 576 Fifth Avenue, New York City.

in accordance with local development and conditions, but stresses the importance of better teaching staffs for the normal schools, a lengthening of the course of instruction to four years, the granting of a professional degree to those who complete it, and a unified control and coordination of the work of the teacher-training institutions of the state.

THE CREATION OF TEACHERS' COLLEGES.

The Report devotes much space to pointing out that the change in the character of American education, which has been taking place slowly during the past two decades, and which has been greatly accelerated by the World War, is a change that involves primarily the teacher. This fact the American people have up to now largely failed to grasp. We have said much about education, and measured school success in terms of new school buildings, costly equipment, and totals expended, but have failed to grasp the fact that our teachers are the key to educational progress. Expenditures for education are largely meaningless except as expresed in the superior quality and skill of individual teachers. One result of the war we have just ended has been to call new attention to the importance of the teacher in our national welfare and progress. If the billions we have spent to preserve democracy abroad are not to be wasted, millions must now be spent at home to improve the character of the teachers in whose hands the future of this nation largely rests. To attract the best minds to the teaching service, men and women "fully informed as to what the rising generation may become and dedicated to such achievement," we must train them thoroughly for the teaching service and offer to them "the opportunity to attain to distinguishing rewards of success through teaching careers." To train them as the future demands that our teachers should be trained calls for the contact, during the period of their training, with well-educated and large-visioned instructors, and to attract them to the training institutions the schools must offer a type of education suited to the new needs of a rapidly changing world. The calling, too, must offer economic rewards comparable with other fields of public and private service. A new type of teacher-training institution and a materially increased salary schedule for teachers are the immediate needs.

It seems to be generally admitted, by students of the subject, that the older type of two-year normal school has passed its maximum period of usefulness. Technically considered it was a trade school, giving a short vocational preparation for but one line of service. The new conditions we face and the new needs in our national life in the decades to come demand a new type of teacher-training institution—one that will give a much broader and more extended type of professional preparation, and better fit young people for the educational service of the

state. The experience in such states as Iowa and Colorado, where the state normal school was transformed a decade or more ago into a four-year Teachers' College, has been clearly on the side of such extended training. The experience of Ohio, where two old state colleges were transformed into combined teachers' colleges and colleges offering a cultural education, has been equally convincing. Today it may be said to be an accepted principle of action that the normal schools, in states which can afford a salary schedule for teachers which will warrant such an extension of training, should gradually but soon be transformed into four-year institutions, offering a degree to their graduates, and known as Teachers' Colleges. This transformation has already been made in the city normal schools of most of our larger northern cities, city Teachers' Colleges being the term now generally used, and the possession of a collegiate degree is rapidly becoming a prerequisite for a position as teacher in our larger city elementary school systems. The movement for such a transformation is also well under way in a dozen or more of our states.

It may also be said to have recently come to be accepted as a belief on the part of students of the subject that the only hope of again filling our normal schools with students, attracting to them any men students, or drawing into teaching in the elementary grades that superior class of women who now go to the colleges, lies in the expansion upward and outward of the normal school work so as to offer a four-year course for elementary teaching, leading to a professional degree, and parallel with it at least a two-year Junior College course of general training that will be equally open to those who intend and who do not intend to teach. The ultimate development probably will be a full four-year college, with a number of parallel lines of work but with preparation for teaching as the central idea, somewhat after the Colorado, Iowa, and Ohio plans. Such a development for California, as we shall point out in the next chapter, would possess very decided advantages for this state, and would extend Junior College and collegiate education to our people in a broader way and under conditions far more favorable than ever could be done by depending on one central institution at Berkeley.

NORMAL SCHOOL CONTROL AND DEVELOPMENT IN CALIFORNIA.

Assuming that this state decides to expand our normal schools, gradually, into four-year Teachers' Colleges, and to give them power to confer a collegiate degree, which is what this Committee recommends, the question of authorization and control, as well as grounds, buildings, and finance, will need to be considered. It has seemed to your Committee that such a development ought to take place gradually, ought to be approved at each step by some central board, and that the ulti-

mate form of control brought about probably should be different from that for the earlier stages of the process. The development which the Committee came to conceive of as possible and desirable for this state may be summarized, briefly, about as follows:

Assuming that it is decided that the normal schools of California should be developed gradually into four-year Teachers' Colleges, with degree-granting powers, it has seemed to your Committee very desirable that uniform legislation should not be enacted, transforming the normal schools of the state into Teachers' Colleges, and also that the different institutions should not be allowed to go to the Legislature and engage in a scramble for funds with which to make such development. The beginnings of control have already been made for this state by giving the State Board of Education power to regulate the admission requirements, the courses of instruction, and the standards for graduation of the normal schools of the state. This power, your Committee feels, should be extended, and the State Board of Education should be given authority to control the gradual expansion of the normal schools of the state. In making this expansion, possibilities and needs in land and buildings and in teaching equipment, as well as finances, must be taken into consideration.

The development, too, need not be and probably should not be uniform, nor should the final results be uniform either. On the contrary there is much to be gained by a partial specialization of the future Teachers' Colleges of this state. For example, San Francisco, as well as San Jose and Los Angeles, might be developed into institutions primarily designed to train a high grade of kindergarten and elementary teacher for the city school systems of this state; Fresno and Chico might emphasize agriculture and training for work in the consolidated county schools which should be developed under a county-unit system of school administration; Arcata might give special attention to the needs of the small school, and develop a less specialized type of teacher; some one, or possibly two, of the schools should specialize on the preparation of teachers for atypical children, and of teachers for special types of education, etc. Other specializations could be worked out, from time to time, as needs, equipment, and teaching force would permit. The Committee feels strongly that the normal schools or Teachers' Colleges of this state should be parts of a broadly-conceived state system, and not a series of local and largely unrelated schools, each pursuing its own way, and that there is no need for unnecessary duplication or for uniformity.

To this end the Committee recommends that the State Board of Education be given control by law over the further development and organi-

zation of the normal schools of this state; that it be given authority to recommend expansions in the budgets for these schools; and that it not try to develop all at the same time, or at the same speed; that it be given authority to approve specializations of the professional work; that the schools ordinarily should be advanced to three-year schools first, and to four-year institutions only as the character of the faculty and their salaries, the library and laboratory equipment at hand for collegiate work, and the needs of the situation warrant such development; and that the State Board of Education be given authority to say when such development shall warrant the granting of professional collegiate degrees.[2] To guide the State Board in this development and to supervise it there would need to be created a Commissioner for Teacher Training, as a part of the State Department of Education (Division 5), as recommended in Chapter I, page 27.

ULTIMATE TEACHERS' COLLEGE CONTROL.

The above development will require some time, probably six to eight years, and possibly a decade, though a beginning should be made now. When this evolution is complete we shall have a series of eight regional colleges—this counts the institution at Los Angeles, as it seems to the Committee that it should be included, unless it is to be developed into a second state university—each primarily professional in purpose, but each capable, as we shall point out in the next chapter, of serving the state as Junior Colleges and institutions of collegiate rank as well. That California will have need for this number of Teachers' Colleges, to supply the state with trained teachers, there can be little question; that each of these institutions could do Junior College work, to the mutual advantage of the communities in which they are located and to themselves, we shall point out later on; and that a state with the future of California, possessed as it is of few private colleges,[3] could also utilize this number of institutions for collegiate work in part, there can also be but little question.

By the time this development has been brought about, if not before, some very definite relationship should either be established between the State University and these colleges, or they should be given independent organization and control. The State University now is not a part of the state's school system, being provided for in a separate section (article

[2]The State Board of Education would thus occupy a position somewhat analogous to the Railroad Commission, granting "certificates of public convenience and necessity" as evidence of need, and ability to meet such need, could be produced.

[3]California's increase in population during the past decade (44.1 per cent) was exceeded by but two states in the Union. By 1930 this state should have a total population of over five millions of people, and approximately a million school children. Ohio, with a total population of but little more, contains 42 colleges and universities. The State of New York, with a population, outside of Greater New York, about equal to the present population of California, has 24 colleges and universities, not counting any in New York City or Brooklyn.

IX, section 9) of the state's Constitution, and not enumerated in article IX, section 6, as one of the parts of the public school system of the state. Had the provision proposed for university support been added to the Constitution by the voters at the last general election it would have increased still further the independence of the State University from both the public school system on the one hand and the Legislature on the other. The State University, as now organized, in a sense constitutes "a state within a state." Though not organically related to the public school system, it has in the past exercised an excessive control over the high schools, and has shown but little disposition to cooperate with the normal schools.

Two plans for future Teachers' College control have seemed possible to the Committee. From one point of view it has seemed to your Committee that this organic separation ought before long to cease; that the Constitution of this state should ultimately be so amended as to make the State University a part of the state's public school system; that the state normal schools, when developed into Teachers' Colleges, should be definitely related to the School of Education in the State University; that the degrees conferred in all state institutions should be by authority of one common board; and that the higher education of this state should be placed in closer cooperative relations with the public school system of the state. Just how this should be done the Committee does not attempt to say, leaving such a relationship to the future for detailed working out. In Montana, the entire public school system, from kindergartens to universities, has been placed under the control of the State Board of Education, but the experiment has not been particularly successful and the plan is not generally favored by those who have given most study to the subject. In Kansas one board for all the higher institutions was created, with still less satisfactory results. In Idaho the appointed State Commissioner of Education and the State Board of Education control all the higher institutions of the state. The whole question of coordination and control is as yet in the experimental stage, and the best plan for this state probably lies, for a time at least, in a continuance of the separate institutional boards, for business and faculty control, with some form of cooperation established between them and the other parts of the state school system in all educational matters.

An alternative plan considered by the Committee, and for this state possibly a better plan, would be to create, by law, the State Teachers' College of California, and with the State Board of Education as its board of regents. This institution would include within itself all the normal schools or Teachers' Colleges now or hereafter established in this state. It might also include by affiliation all institutions in this state engaged

in any form of teacher training, and accredited by the State Board of Education. Each state normal school or Teachers' College would then exist as a branch of the State Teachers' College of California, diplomas of graduation and degrees would be granted by the State Board of Education, and all teaching credentials issued by accredited institutions, in this state and in other states, would be under the supervision of the State Board of Education. This plan offers a simple and effective means of control, and, so long as the State University remains outside of the public school system of the state as enumerated in the Constitution (article IX, section 6), is for this state probably the better one to follow.

THE EXAMINATION AND CERTIFICATION OF TEACHERS.

Closely connected with the problem of teacher training is the question of the examination and certification of teachers for the public schools of the state. It may be stated to be the growing practice of our American states to change these two functions from local to state control, and to make examinations uniform and certificates valid throughout the state. The written examinations for the grammar grade certificate now given by each county in this state, and taken by but few persons,[4] are a waste of time and effort and money. The control of these should be transferred to the State Board of Education, and turned over to the Examining, Certificating, and Pensioning Division (No. 6—See Chapter I) to handle for the state as a whole. The examinations should be made uniform, be given at eight or ten places in the state, on certain dates; the papers should be graded at Sacramento; and uniform credentials should be issued to those who pass and upon these the county educational authorities would be expected to issue grammar grade certificates. If the form of county educational organization recommended in Chapter II should be adopted, such a change in the source of the examination would be very desirable, as the new type of lay county boards of education proposed would not be competent to give such examinations, and the county supervisory officers ought not to do so. A fundamental principle in educational administration is that those who supervise instruction in the schools ought not to examine and certificate those who are to be employed to teach under them. Regardless, though, of whether or not the county-unit form of education organization be adopted for this state, the examination and certification of teachers ought to be changed into a state function, and placed under the control of the State Board of Education, so far as can be done in conformity with the demands of section 7 of article IX of the Constitution.

[4]In 1919-20, applicants appeared for these examinations in only about two-thirds of the counties, and only 186 grammar-grade certificates were granted by the 39 counties issuing them on examination. Of the 186 issued, 78 were issued by 5 counties.

BETTER PLAN FOR THE CERTIFICATION OF TEACHERS NEEDED.

The entire plan for the certification of teachers in this state has seemed to the Committee to be in need of careful revision, with a view to the creation of a better-graded and more rational state certificating plan. This the Committee did not attempt to do, but it recommends that a careful study of the subject to be made and a comprehensive state plan be prepared which will correct the defects of the system now in use, and that such plan be submitted to the present or a subsequent session of the Legislature for approval. The defects of the present plan, in the large, are:

1. The diploma of graduation from a normal school, or a teaching credential from a university, ought not to be unlimited in character, until after trial, when it should be changed into a more permanent form only on suitable evidence of successful teaching and personal growth.

2. The life diploma in this state means virtually nothing except that the holder has taught somewhere and in some kind of a school for 48 months, at least 21 of which must have been in California. No requirements as to education or professional growth or further study are made, and, instead of singling out the most successful and most highly professional teachers in this state, the diploma practically means nothing educationally. It ought either to be reformed and made to mean something or else entirely abandoned.

3. The certificates granted, of each grade, are uniform as to value, whereas a graded series—(1) trial, (2) full, and (3) permanent—ought to be evolved for each type, the step from each to the next higher in the series to be accompanied by further evidence as to professional study and teaching success.

The Committee would recommend, therefore, that the State Board of Education, acting through the Superintendent of Public Instruction, be requested to consider the entire matter carefully, and to report to this or a succeeding Legislature a revision of the certification laws of this state such as will remedy the above-mentioned defects, and create for this state a well-graded series of certificates, each higher one to be based on added professional preparation and evidence of successful experience. The Committee would also suggest that a graded series of supervisory certificates be added to the present list, and it would also recommend that State Reading Circle work, after the plan which has for so long been successful in Indiana and other middle-western states, be added as a means for the further professional education and training of teachers in service, and be made in some way required of all teachers

as a condition for continuance in the teaching service. More than half the states of the Union now employ Reading Circle work for having teachers in service keep up with new professional ideas.

SUMMARY OF FINDINGS AND RECOMMENDATIONS.

In summary form the findings and recommendations of the Committee are as follows:

1. California's early attention to the teacher training problem, together with its high salary schedule and attractiveness as a residential state, have given it one of the highest percentages of normal-trained teachers of any state in the Union.

2. During the past four years many of the best trained teachers have left the schools, and the normal schools have lost seriously in attendance.

3. Since the War there has been a marked shifting in the attendance of young people from the normal schools to the colleges, and this promises to be permanent. The normal schools no longer attract.

4. Recent studies of the teacher-shortage and teacher-training problems all point in the direction of enlarging the work of our normal schools, changing them in character, and unifying their control.

5. The War has emphasized the importance of the teacher, and a new type of teacher-training institution seems demanded generally to meet the enlarged educational needs of the future. With the recent marked increase in salaries, too, new demands in teacher preparation can well be made.

6. The Committee recommends the gradual extension of our normal schools into four-year Teachers' Colleges, to meet the new educational needs in teacher-training, and with power to grant a professional degree.

7. These institutions should combine Junior College work with teacher training, as is sketched further in Chapter IV.

8. Such extension should not be made all at once, or uniformly for all schools, but gradually, as budgets and instructing force and equipment may warrant, and under the supervision of the State Board of Education.

9. To guide such a development a Commissioner for Teacher Training should be provided for, before long, and as a part of the State Department of Education, as sketched in Chapter I. Such a Commissioner would be needed also to oversee the work, should the Smith-Towner bill[5] pass Congress.[6]

10. The future calls for a rearrangement of relationships between the State University and the public school system, and particularly

[5]See footnote 2, Chapter I, page 13.

[6]When the Smith-Towner Bill passes Congress, as it seems probable that it will sooner or later, this state would receive approximately $350,000 annually from the Federal Government for aid in teacher-training—an amount that would probably cover future increases in cost for our teacher-training institutions.

between these new Teachers' Colleges and the University. Whether this can be arranged for best by a coordinating board, by consolidation under one board, or by some other plan, the Committee leaves to the future to decide.

11. The examination and certification of teachers are primarily state functions, and should be transferred from the county authorities to the control of the State Board of Education.

12. The certification laws of this state are in need of a careful revision, with a view to creating a graded and a more rational plan. Supervisory certificates, and some form of Reading Circle work, are recommended to be added.

CHAPTER IV.

HIGH SCHOOL AND JUNIOR COLLEGE.

OUR HIGH SCHOOL DEVELOPMENT.

The first American high school was established in Boston, in 1821. The development of this new type of free popular higher school was for a time slow, and was confined entirely to New England, New York, and Pennsylvania. By 1850 there were 31 free public high schools in the United States, the dates of the establishment of which seem certain, and of these 31 but two were outside of this North Atlantic group of states. One had been founded in New Orleans, in 1843, and one in Detroit, in 1844. In 1858 the first public high school in California was established in San Francisco, and, excepting two schools in Texas, this was the first public high school to be founded west of St. Louis. By 1885, when the public high school movement had finally gotten well under way in that part of the United States lying east of the Missouri River, there were still but twelve public high schools in California. The year before, 1884, the State University began the voluntary inspection and accrediting of the few high schools of the state, partly with a view to the improvement of their work, and partly to stimulate their further development. A small population, and the requirement that high schools must be district affairs and supported wholly locally, for long confined them to the few cities able to maintain them.

The real beginning of high school development in this state dates from the passage of the Union High School law, in 1891, and the stimulating influence of the opening of Stanford University this same year. By 1890 but 24 district high schools had been developed. The new law of 1891 permitted, for the first time, of the union of school districts to form union high schools, thus providing for their organization in other than city territory. In four years following the enactment of the law of 1891 the number of high schools increased from 24 to 98, and in twelve years to 143. The limit in the number of possible schools under this law having been about reached by 1900, and the burden for maintenance on many union districts being very heavy, an amendment to the state constitution was proposed, in 1902, which would permit of the incorporation of the high school into the state school system, and the levying of a state high school tax, separate and distinct from the tax for elementary schools. This was approved by the people by a very decided majority, and the first state support for the high schools was made by the Legislature of 1903. At first a property tax of 1½ cents on the $100 was levied, but two years later (1905) this was changed, to bring it into con-

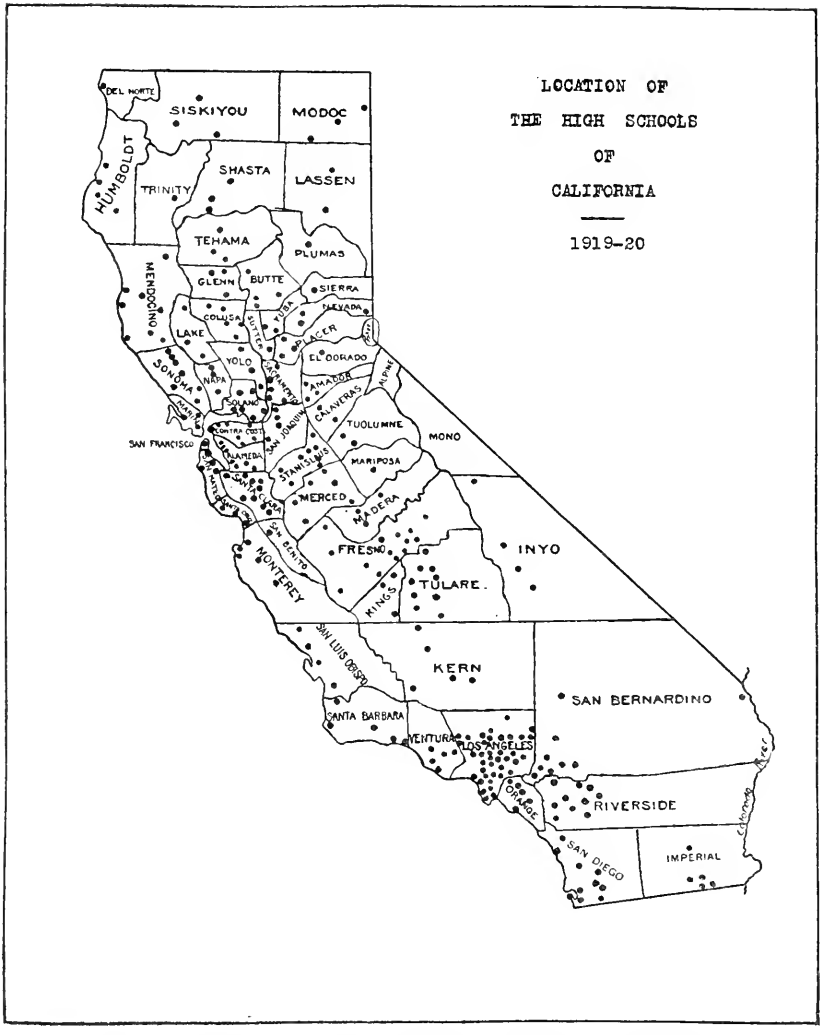

FIG. 13. HIGH SCHOOL DEVELOPMENT IN CALIFORNIA BY 1920.

There is now at least one high school in every county, except Mono and Alpine. Duplicate high schools in cities not indicated on the map. Total number of schools in 1919-20 was 318.

formity with the state aid for elementary schools, to a state grant equal to $15 for each pupil in average daily attendance in the high schools of the state the preceding year. At this sum it remained until the adoption of Constitutional Amendment No. 16, at the last general election, which fixes the state aid for the high schools in the future at $30 per pupil in average daily attendance. The county high school tax law of 1916, requiring a county high school tax of $60 per pupil, in addition to state aid, laid firmly the financial foundations of our secondary school system.

Under the stimulus of the state aid received the number of high schools developed from 143 in 1903 to 318 in 1919–20, employing 5,794 teachers, and enrolling 162,650 pupils. Only two counties, Alpine and Mono, are now without a high school, and the state may now be said to be fairly well supplied with secondary school advantages. The map on page 68 shows the location of the high schools of California in 1919-20, and the chart on page 70 shows the actual and estimated future enrollment in the high schools of this state.

SPECIAL FEATURES OF OUR HIGH SCHOOL DEVELOPMENT.

Unlike most other states, California has, since 1879, carefully segregated the funds to be used in maintaining elementary schools from those needed to maintain high schools. Not only are the state and county tax levies different, but the funds must be kept separate and paid out on separate warrants by the high school districts. Begun by the Constitution of 1879 from motives unfriendly to high school development, this has worked out to the distinct advantage of both high and elementary schools. Instead of, as in most eastern states, putting all funds together and then robbing the elementary schools to maintain a fine high school, each part of the system in this state has had its own funds. While we have been forced to raise larger sums for public school purposes, the elementary school funds have not been depleted, and excellent elementary schools have in consequence been provided and maintained. Still more, the large per capita wealth of California has made it easy for this state to maintain good schools of both types.

Unlike nearly all other states, too, California early began to require special education and professional preparation of the teachers for its high schools. Accompanying the Union High School law of 1891 was another law creating the high school certificate, to be required thereafter of those desiring to teach in the high schools of this state. At first to be had only on examination before County Boards of Education, in 1903 graduation from the State University or from Stanford University was permitted, if the course had included certain professional studies, to be

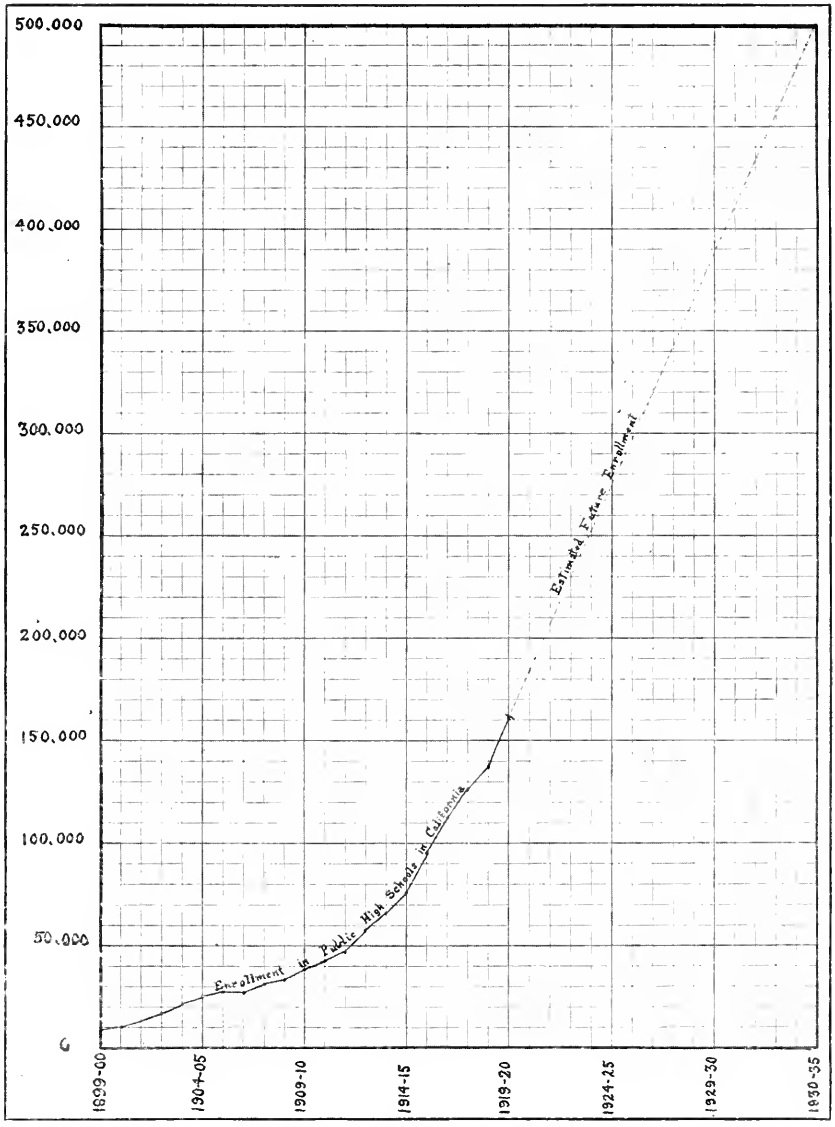

FIG. 14. ACTUAL AND ESTIMATED GROWTH IN HIGH SCHOOL ENROLLMENT.
Actual, 1900 to 1920; estimated, 1920 to 1935.

substituted for the written examination, and in 1907 the county written examination was entirely abolished. In 1905 the State Board of Education added a year of graduate study to the previous requirements, and increased the amount of professional study required. The University of Southern California, Pomona College, and Mills College in this state, as well as a number of the leading universities of the United States, have since been accredited for this work.

It will thus be seen that California, from the first, has kept clearly in view the creation of a high grade of secondary school. The finance has been guaranteed, and competent teachers for it have been assured by demanding new standards of training. To these two features in our school legislation is due much of the present high quality of our California high schools and the pride our citizens take in them. Still more, only such high grade of secondary school would have satisfied the type of educated citizenship found throughout this state.

SECONDARY SCHOOL NEEDS FOR THE FUTURE.

As was stated above, the legislation up to the present has resulted in fairly well supplying this state with high schools of the regular four-year general type, and they stand today on a good financial and professional footing. The needs of our high school for the future, it has seemed to this Committee, accordingly lie more along the line of the extension of the high school to meet new needs.

In our cities there is much need for the development of additional vocational schools and high schools of commerce, to meet the new vocational and commercial demands of this state. The new attitude taken toward such schools by the laboring classes makes their development especially desirable now. The new part-time education law has created a demand for much new instruction suited to the needs of a new class of pupils now for the first time brought into the high schools by the extension of the compulsory attendance age limits from sixteen to eighteen. Similarly the Smith-Hughes National Vocational Education Act (1917) has made possible the development of a new type of higher grade vocational and commercial education, to meet the new needs of the future of our country in trade and commerce. If this state is to attain to the prominence in industry and in domestic and foreign commerce which we hope for it, our cities must give larger attention than is now done to the development of vocational and commercial high schools, comparable with those found in the most progressive trade cities of Europe.

In the agricultural sections of this state there is also need for a more general development of agricultural courses in our high schools, and likewise for the establishment of quite a number of the so-called County

Agricultural High Schools, which have rendered such service in providing a high type of agricultural and home-life education for boys and girls in such states as Minnesota, Wisconsin, Maryland, Georgia, and elsewhere. These are well-equipped high schools, supplied with adequate buildings and land, in which the courses of instruction give special emphasis to agriculture, horticulture, dairying, stock raising, poultry raising, marketing, home economics and other needs of a high-grade agricultural life. A county is about the smallest unit for their formation and maintenance, and the general establishment of the county unit would make their foundation a simple matter.

In all sections of this state, too, once the county-unit form of educational organization has been applied, and consolidated elementary schools have been developed, there should be an extension of the intermediate or Junior High School idea by the addition of ninth-grade and probably tenth-grade instruction to many of these consolidated schools. Still more, there is need, in a number of our cities and possibly elsewhere, for the upward extension of the secondary school to include the thirteenth and fourteenth years, and to form what are commonly known as Junior Colleges. It was to this last aspect of the problem of secondary school needs that the Committee devoted much of its investigation, and upon which it largely concentrated two of its hearings. It seemed to the Committee that this is the most acute and important aspect of the secondary school problem in California today.

JUNIOR COLLEGE DEVELOPMENT IN CALIFORNIA.

The Legislature, in 1907, first permitted any four-year high school to add two more years and develop Junior College work. At first little was done in the matter. In 1911 the State University rearranged its collegiate instruction into a Lower Division, consisting of the Freshmen and Sophomore years, and an Upper Division, consisting of the Junior and Senior years, and in doing so closely integrated the work of the Lower Division with that of the high school below. The need for duplicating courses in college which had been taken in the high school was eliminated, while certain subjects not taken in the high school were required in the Lower Division work. The whole led to the virtual establishment of a unified six-year high school and college course of study, leading at its completion to a so-called Junior Certificate. The University of Chicago had earlier perfected a similar plan, and upon the completion of the course conferred a diploma and the degree of Associate in Arts. In 1920 Stanford University made a rearrangement and division of its instruction somewhat similar to that worked out at the State University.

In 1911 the first six-year high school in this state was established at Fresno; Santa Barbara and Los Angeles began such schools in 1912; Fullerton and Bakersfield in 1913; and Long Beach in 1914. Still others were established before 1918, when 14 such institutions reported an enrollment of 518 boys and 1043 girls. In 1916, the Legislature revised the earlier law, and provided (section 1750*b* of the Political Code) for the creation of such Junior Colleges in any high school district having an assessed valuation of $3,000,000. The courses of study were to satisfy the requirements for the Junior Certificate at the State University, all such courses were required to be approved by the State Board of Education, and some state and county aid was granted by including all pupils attending such courses under both the $15 state and the regular county average daily attendance grants made to regular high schools. The War checked this Junior College development, and a few schools which had been begun discontinued part of their work, but conditions since the close of the War have given new emphasis to the need for their further development. The same need has been felt in states other than California, and in Wisconsin, Illinois, Ohio, New York, Massachusetts, and elsewhere the Junior College question is now under more or less active consideration.

THE NEW INTEREST IN HIGHER EDUCATION.

Since the close of the World War the demand for higher education has exceeded anything this country has ever before known, and there is good reason to think that this new demand will remain permanently. The War called new attention, in all lands, to the need for more education, and particularly to the need for higher and technical training. The educational work of the Army gave special emphasis to this with American, French, and British troops. All over the world new expenditures for education have recently been undertaken, and all over the world the secondary schools and universities have experienced a marked increase over pre-war levels in the number of students enrolled. In England, for example, despite very heavy war burdens, the expenditures for education during the past two years have more than doubled, while since 1914 they have practically trebled.[1] In France, Canada, South Africa, Australia, and elsewhere the same new interest in and increased expenditures for education have been noted. The United States Commissioner of Education reports that last year (1919–20) there were 1,735,619 young people in the 13,951 public high schools in the United States, as against 1,373,661 in 1913–14, while statistics gath-

[1]Total expenses in 1909–10 were £13,100,000, in round numbers; in 1913–14 they were approximately £15,000,000; and in 1918–19 they were £19,334,705. The budget as approved for 1920–21 calls for £45,755,567.

ered for college enrollment to the end of October (1920) show practically every college and state university in the United States to have a markedly increased enrollment over the year's total enrollment (summer session not included) for five years ago. A few comparisons will illustrate.

TABLE II.

Increase in College Enrollment.

Institution	Total Enrollment 1915	Enrollment to Oct. 1920
University of California	6,431	11,151
University of Illinois	5,439	8,270
University of Iowa	2,680	3,629
University of Michigan	5,833	6,608
University of Minnesota	4,484	7,438
University of Nebraska	3,832	4,388
University of Ohio	4,599	7,156
University of Texas	2,574	3,786
University of Washington	3,249	5,200
University of Wisconsin	5,128	7,004
Harvard University	5,226	5,481
Columbia University	12,249	16,000
University of Chicago	3,793	5,728
Stanford University	2,054	2,489

In California, which since 1891 has shown a marked interest in high school and collegiate training, the enrollment in both the high schools of this state and the State University has increased by leaps and bounds. Figure 14, page 70, gave the increase in enrollment and graduations for the high schools of this state, and the chart opposite (Fig. 15) gives similar information for the State University. Continuing the curves, based on the growth in the number of public high school graduates only, and the growth in enrollment at the State University, counting only the colleges at Berkeley and omitting summer school and extension classes, the Berkeley colleges alone would have 12,500 students by 1925, 16,500 by 1930, and 20,000 by 1935[2]. Such a great number of largely undergraduate students in one place can not be properly housed, fed, cared for, supervised, or taught, and such a

[2]The University of Minnesota, faced by a similar growth and congestion, recently appointed a Survey Commission to examine into the whole question of the growth and needs of the University during the next quarter century. With an enrollment for 1918-19 of 5,137, and 296 graduate students, it was calculated that the University would have to care for the following numbers of students:

Year	Freshmen	Undergraduates	Graduates
1924-25	3,000	8,300	460
1929-30	3,500	10,000	550
1934-35	4,000	11,500	640
1939-40	4,500	13,300	740
1944-45	5,000	15,000	830

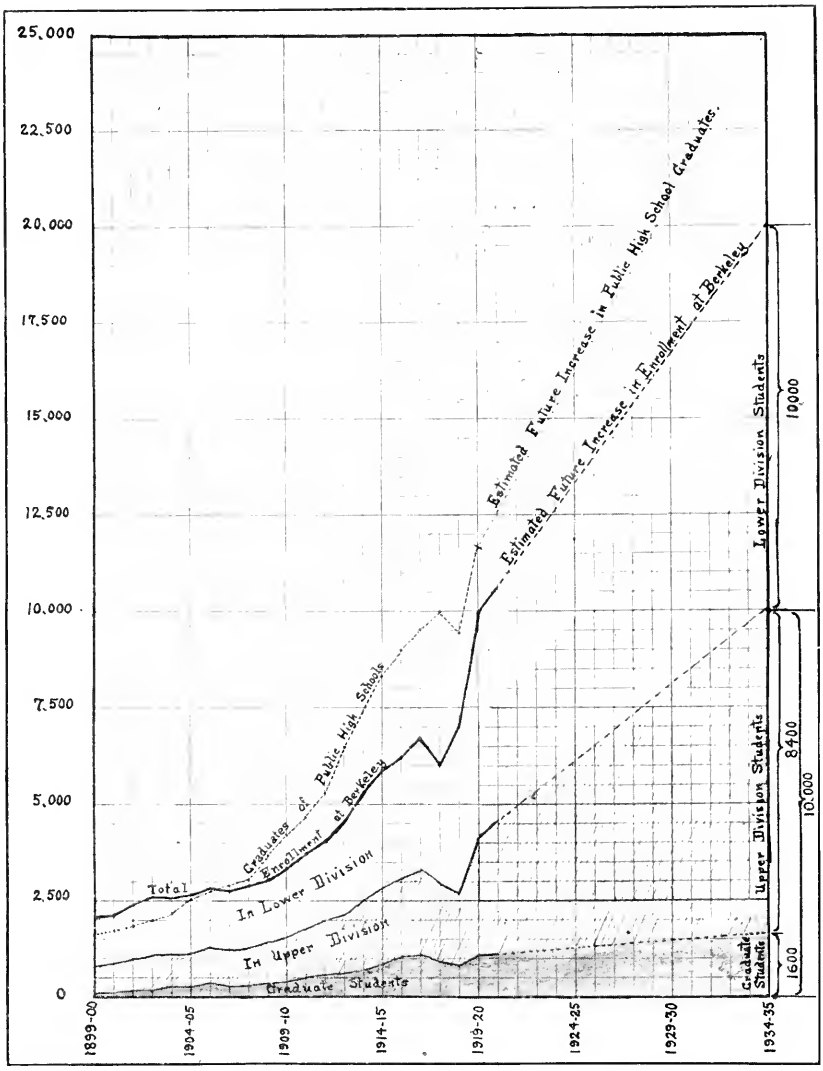

FIG. 15. ACTUAL AND ESTIMATED FUTURE GROWTH OF THE COLLEGES AT BERKELEY.

Colleges located at Berkeley alone counted, and all extension and summer term students omitted. Data taken from the *President's Report* of the University of California. Segregation of Lower Division students from Upper Division students before 1912 calculated on basis of present ratios.

number ought not be congregated together in one place. Since California has few endowed or church colleges, and all these are limited in resources and have now almost as many students as their funds will permit them to receive, the main dependence for the future growth in higher education in this rapidly growing state must rest upon the State University, and upon such branch state colleges as the Legislature may create.

A PROGRAM FOR CALIFORNIA DEVELOPMENT.

To concentrate such numbers of students as will in the future seek collegiate education in this state largely at one place, the Committee felt would be both expensive and decidedly unwise, considered from almost every point of view. To develop one or more duplicate State Universities would cost still more, because the duplicate library and laboratory equipment is very expensive, and often almost impossible. After careful consideration of the whole question the Committee felt that any wise policy for the development of higher educational advantages in this state calls for a scattering of the students in their earlier years, while they are in need of closer supervision for both their studies and their morals, and a concentration of the upper and more expensive work in one high-grade university. Based on such conclusion, and in line with the previous recommendations as to teacher-training, the Committee would recommend the following as a policy for the future development of higher education in this state:

1. The gradual development of the State Normal Schools into four-year Teachers' Colleges, with power to confer a degree, as outlined in the previous chapter.

2. The development at first of a Junior College in connection with each Normal School, unless there should be good reasons for not duplicating a previous city Junior College development, covering Lower Division work much as at the State University, and parallel with the professional courses for the training of teachers.

3. The gradual extension of the Junior College work of the Normal Schools, as well as the professional courses, at first to a three-, and later to a four-year basis with degrees, thus developing in this state a number of regional state colleges, though with the Upper Division work confined to a small number of lines, of a type that can be done well on a limited equipment, and of a kind that will be most needed in the training of teachers for both the elementary and secondary schools.

4. The segregation of the Lower Division work at the State University into a Junior College, standing somewhat in the rank of a preparatory

department for the real university,[3] which would properly begin at the junior year and continue into the graduate work, and largely as a group of professional schools and colleges.

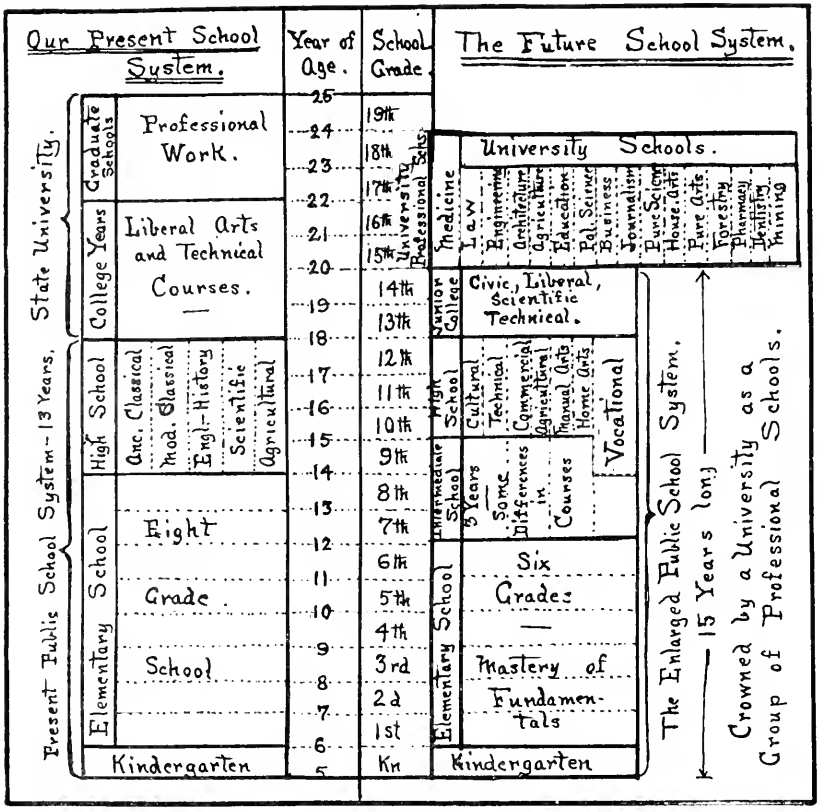

FIG. 16. SHOWING PROPOSED REORGANIZATION OF OUR SCHOOL SYSTEM.

The present public school system, including one year of Kindergarten, is 13 years long, and the University covers seven years, including the professional work. It is proposed gradually to extend the public school system two years by adding to it the thirteenth and fourteenth years of work, taking these from the University. Then, by changing the University into a group of professional schools, beginning at the Junior Year, general college work would end at 20 and professional work be completed at 23 or 24, thus getting the student into life work one to two years earlier than now.

5. The concentration of all graduate work, for teachers as well as for other professional lines, at the one central State University, there to be gathered the most expensive equipment in libraries, laboratories, and faculty.

6. The development in connection with the high schools of a series of supplemental Junior Colleges, in addition to those in connection with

[3]Thirty years ago the colleges of this country went through a similar upward evolution. Then every college and state university maintained a two-year Preparatory School, covering the present eleventh and twelfth years of the public high schools. Today practically all except a few of the church colleges have abandoned their preparatory departments, and rely upon the public and private high schools for the training of their students.

the Teachers' Colleges, at a number of well-located points in this state, these also to give Lower Division work, and their students to pass to the Teachers' Colleges or to the State University for further collegiate or professional work.

7. The present time, when the people have refused to approve Constitutional Amendment No. 12, which proposed a large tax for the State University, and the crowded conditions there, makes this a critical time in our higher educational development, and the immediate formulation of a definite state policy for the future is demanded. By developing the Junior Colleges, as is recommended in this Report, a large and expensive and largely unsatisfactory development in buildings and teaching staff at Berkeley can be avoided, and Lower Division education in this state can at the same time be carried to different parts of the state and to more young people by the development of a number of smaller and less expensive units. This Committee therefore recommends that the Legislature, at the coming session, decide this question of state educational policy, that the lines of future development may be determined and educational and financial waste be avoided.

ADVANTAGES OF SUCH A PLAN.

The many advantages of such a comprehensive plan for the development of professional and higher education in this state will be evident. Briefly stated, they are:

1. It would relieve present and prevent a future congestion of immature young people at Berkeley, and would substitute smaller classes under closer personal supervision for the mass instruction of Lower Division students now given at the State University.

2. It would give a new spirit to the work of the Normal Schools, by introducing new subjects of study, better prepared faculties, and new groups of young people, of both sexes, who have new interests. The mutual reaction of these different groups would improve the quality of both the professional and the collegiate work, and the mingling of the different groups would serve to attract many to teaching who now have no opportunity to become acquainted with the work.

3. By carrying Junior College, and eventually collegiate instruction nearer to the homes, it would make possible the extension of a college education to a much larger number of our people.

4. It would permit of the transformation of the State University into a real university in all its parts, and of its becoming what a state university should become—a group of professional schools beginning largely at the Junior year.

5. It would enable Stanford University, which is a valuable supplement to the higher educational resources of this state and which must

be considered as having a semi-state relationship,[4] also to reduce its first and second years to a preparatory status, and, in consequence, to concentrate its resources more and more on the higher and more expensive types of education which the state will need more and more in the years to come.

6. It would ultimately provide the children of this state with an economically arranged system of public instruction, and one based on better pedagogical grounds than the one we now have, as is shown in the chart given on page 77. Under such a plan our young people would practically complete their general collegiate education at twenty, instead of at twenty-two, as at present, and be able to enter business life or professional study two years earlier than now, a saving both to themselves and to the state of no small importance.

7. While any extension of educational advantages will naturally cost additional sums, it is more than probable that the gradual development of such a state-wide plan for higher education, with less expensive units, would result in lower per capita costs, while it is certain that it would result in very much better instruction, and a much more economical utilization of equipment and the services of more capable professors.

CONTROL OF SUCH DEVELOPMENT.

The control of the expansion of the Normal Schools into Teachers' and Regional Colleges should be placed with the State Board of Education, as was outlined and stated in the preceding chapter. In cities in which State Normal Schools are located the school should take over the Junior College work from the high school, unless the State Board of Education grants permission, for good cause shown, to the city school department to continue the work or to maintain a parallel development. The development of Junior Colleges elsewhere in this state, either by the expansion of existing high schools or the foundation of union-district or county junior-college-districts, should be under the provisions of general state law. To this end the Committee recommends that the existing law on the subject (Section 1750*b* of the Political Code) be revised and expanded, and made to include, in addition to what is already required by this law, the following new provisions:

1. To prevent the formation of Junior Colleges without proper financial backing, and where not needed, the assessed valuation of the high school district required ($3,000,000) should be raised to from three to four times that amount, and a population limit also added. In the absence of carefully gathered figures, an assessed valuation of not

[4]Stanford University's creation by state law and its endowment were safeguarded by the people of this state through an amendment to the State Constitution; the trustees are required to make an annual report to the Governor of the state; and the institution renders valuable service to the state in the training of teachers and professional leaders and without cost to the state.

less than $10,000,000 and a total population in the district of not less than 15,000 people, might well be established as a tentative minimum for new Junior Colleges.

2. Junior College districts should be organized in the same manner as are county high schools now, as provided for in section 1738 of the Political Code, and might be formed by a city school district, a county school district, or a union of high school districts.

3. The governing board for the Junior College should be the high school board in cities, the county board of education for county-unit Junior Colleges, and for union district Junior Colleges should be formed on some representative basis from existing high school boards. For Junior Colleges in connection with a Normal School or a Teachers' College, or the State University, the board of trustees or regents for such institution would form the board of control.

4. All courses of instruction in the Junior Colleges, as now, should be subject to general approval by the State Board of Education; the courses should have the same counting value as Lower Division work at the State University; and day and evening, and cultural and vocational courses, should be permissible.

5. The inspection and accrediting of Junior College courses and work, as well as all high school courses and work, should be by representatives of the State Department of Education, and as a proper function of the state. To this end the State Board of Education should be directed to take over, from the State University, the high school inspecting staff and records, and give to this staff such additional service as may be needed to inspect and approve the Junior Colleges as they develop. For a time the State University might be designated to act as agent for the State Board of Education. The State University might retain a visiting relation to the high schools and Junior Colleges, if it saw fit to do so, but their official inspection, accrediting of work done, and approval of money grants is a proper state function, and should be exercised by representatives of the State Board of Education.

6. The degrees to be granted, when the Teachers Colleges have been developed, should be under the authorization of one central board. As was pointed out in the preceding chapter, this should be either the University of California, meaning thereby something larger than the institution at Berkeley, or the State Board of Education acting as a board of trustees for the Teachers' Colleges of California. When the University of California becomes an integral part of the public school system of the state, and a corporation representing the higher educational interests of the state, it would be proper that it should control the conferring of degrees in all its collegiate branches. When this

stage of development has been reached, it may be that the separate boards of trustees for the Normal Schools could largely or entirely pass out of existence. Until such a transformation has been effected, though, it will be best that control remain with the State Board of Education.

STATE AID FOR AND SUPPORT OF JUNIOR COLLEGE WORK.

Such a development as has been sketched, covering a period of perhaps the coming decade, should give to California one of the best and most satisfactory systems of secondary and higher education to be found in the United States, and one that would carry collegiate education to the young people of this state in a manner and to a degree that could not otherwise be done. The Committee feels that California has now arrived at a stage in its educational development that warrants such a further extension of educational advantages, and that the rapid growth of and the resulting congested condition at the State University makes such a development very desirable. It accordingly recommends that a beginning of such development be authorized now by making provision for Junior College courses in the State Normal Schools, and by a revision of the Junior College law to include the features and conditions enumerated above.

The Committee also feels that the time has arrived, in this state, when the state should more fully assume, as it did earlier in the case of the high school development, the state's proper share in the cost of maintaining the Junior Colleges. Under Amendment No. 16 these Junior Colleges would now be entitled to $30 of state aid for each student in average daily attendance the preceding year. As the cost for maintaining instruction in the Junior Colleges will probably approximate the cost of Lower Division work at the State University, and as the state will not need to spend money for instruction there for all students who would have gone there and instead attend a Junior College elsewhere, it would seem fair that the state should assume a materially larger share of the cost of Junior College instruction.

The Committee therefore recommends that this be assumed, and, as a tentative basis, until experience demonstrates that other sums are more desirable, recommends that the Legislature create a separate Junior College Fund; that the state grant for Junior College students be increased to $100 per pupil in average daily attendance the preceding year; and that this grant be contingent upon the approval of the instruction as now, and the levying and expending locally of not less than $150 additional per pupil in average daily attendance.[5] Pupils coming

[5]At the University of Washington, which has one of the best cost-record systems of any American university, the cost of Freshman and Sophomore instruction has been found to be almost even $250 per student per year.

from high school districts not maintaining a Junior College, and attending a Junior College maintained by a Junior-College district, a State Normal School or Teachers' College, or the State University, shall be admitted to the instruction only upon the district from which they come agreeing to pay to the Junior College receiving them $150 per pupil per year. This last provision is necessary to insure that communities in which state schools are located, or which do not maintain a Junior College, shall assume their proper share of the cost for Junior College instruction.

SUMMARY OF FINDINGS AND RECOMMENDATIONS.

In summary form, the findings and recommendations of the Committee are as follows:—

1. California ranks with the New England states in the early interest in secondary schools, though this early interest was for a time checked by the reactionary attitude taken toward higher schools by the Constitution of 1879. Since 1891 the interest has grown steadily and rapidly, and today California is fairly well supplied with a high grade of secondary schools and secondary school teachers.

2. Distinguishing features of the California high school system have been separate financing, a separate teacher's certificate required, and adequate finance. To these features are due much of the present excellence of the California high school system.

3. The needs of secondary education in this state consequently lie in the extension of the high school, both along vocational lines and upward to form Junior Colleges.

4. The new interest in higher education is world wide, and promises to be permanent. In consequence the State University, in common with colleges and universities everywhere, is crowded, and bids fair to become more so with time. A University attendance at Berkeley alone of 16,500 by 1930 seems proable, and of 20,000 by 1935. The congregation of this number in one city institution is neither wise, economical, or desirable.

5. A program for future California development, in keeping with needs in both teacher-training and collegiate expansion, involves the addition of Junior College work to the State Normal Schools, and in time the development of these into a series of regional state colleges combining teachers' college work and collegiate instruction.

6. In addition, Junior Colleges should be permitted to be developed elsewhere, and to that end a revision of the Junior College law is recommended.

7. To finance properly such a development it is recommended that a State Junior College Fund be created, and increased state aid to communities maintaining Junior Colleges be granted. To the same end, all school districts not maintaining Junior Colleges and sending pupils to them should be required to contribute the cost of their education in addition to the state contribution.

8. The advantages of such a plan are numerous and evident. It would transform the Normal Schools into a good grade of professional and collegiate institutions and restore them once more to favor, carry collegiate education closer to the people of the state, relieve a very undesirable congestion at Berkeley, and enable the State University to concentrate its work on Upper Division and graduate work of real university grade. The plan would in all probability reduce per capita costs, save large additional plant outlays at Berkeley, and better utilize both equipment and faculty.

9. During the process of such a development, the State Board of Education should be given general control, and the inspection and accrediting of both high schools and Junior Colleges should be transferred from the State University to the State Board of Education. After the development has been accomplished, some type of unified control of all higher institutions should be worked out and applied, a control that will insure harmonious cooperation with the public school system of the state.

CHAPTER V.

A BETTER EQUALIZATION OF FUNDS.

The Committee had neither the means at its disposal nor the time to make a full report on questions of cost. Certain facts, however, were brought out at the hearings which seem worthy of mention in a final chapter of this Report.

The prime purpose in educational administration, it must always be remembered, is but to plan how to spend the money available in the most satisfactory manner. If saving money were the purpose in school work, it would be better at once to curtail all educational effort and ultimately to abandon education as a public function, leaving the provision of educational opportunities to private schools and the churches. Such is neither the desire nor the purpose of our American people, and they have so expressed themselves and in no undecided manner many times since the first agitation for free public schools began. Instead, our people look upon a good education at public expense as "a productive expenditure which is not only an investment but an insurance," and for which they can not afford not to spend the needed money. The real questions are, Are we getting the largest possible returns for the money we are spending? and, Could we, by following any other plan or plans, secure even larger returns for the money we are now spending and in the future will spend? There is but one general recipe for better schools, and that is to spend more money in a better way.

The hearings and the subsequent study and discussion seemed to indicate that some improvement might be made along two lines, and to these the Committee will confine its statement in this the final chapter of its Report. They are:

1. In the substitution of the county-unit form of educational administration for that of the school district.
2. In the apportionment of the state and county school funds.
   (*a*) The elementary school fund.
   (*b*) The high school fund.

I. POSSIBLE COUNTY-UNIT ECONOMIES.

The Committee was convinced by its study that the district system of school administration is unnecessarily expensive, in addition to being one under which progress is both slow and difficult. Still more, with the salary increases and larger maintenance costs that will follow from the increased state and county aid which Constitutional Amendment No. 16 will bring, the district system will become more expensive to this state in the future than it has ever been before. In Chapter II

we indicated a number of the smaller unnecessary expenses which it occasions, and there stated that, on the experience of other states, writers on the subject confidently assert that from one-sixth to one-fifth of the teachers of a county could be dispensed with under a well organized county-unit form of school consolidation, and from one-fourth to one-third under consolidation if no better educational facilities were provided. Assuming this to be the case, it is probable that, if our schools were reorganized as county-unit schools and properly administered, as much as $1,000,000 a year could be saved in this state for better purposes, as well as the time and services of some 10,000 minor school officials, who after all are not needed.

The Committee would not have anyone infer that if this were done the expense for education in this state could, in consequence, be reduced $1,000,000. Such a change would necessarily have to be gradual, and the money saved would be at once called to meet the educational needs of a constantly increasing school population. What would be accomplished would be a better use of the money at hand, and the cost, when the schools were reorganized under the county-unit plan, would be $1,000,000 or so less than it would have been under the district system.

A number of studies, both in California and elsewhere, bear out this belief. Confining our statements to California, we would cite seven county reorganization surveys made by graduate students at Stanford University, under the direction of Professor Cubberley. These were careful studies, upon which each student spent a year of personal investigation, and at the close formulated a report in writing. These reports were typewritten, bound, and are in the Stanford University library. To these the Committee has had access. The first of the reports made was considered so good a study of the type of educational reorganization needed in our counties that it was accepted for publication by the United States Commissioner of Education, and issued as a public document.[1] The other studies were similar, and covered the counties of Sonoma, Napa, San Mateo, Santa Clara, Santa Cruz, Orange, and Riverside. These counties represent quite different educational conditions, and are fairly typical of reorganization possibilities in this state.

Each graduate student working on the problem visited every school in the county, studied the roads and distances and the natural community boundaries, calculated the transportation routes needed, obtained cost figures at the county court house, and planned, under direction, an educational reorganization of the schools of the county under a county-unit form of government, with consolidated schools where possible. He also provided in the reorganization for a better and

[1] Williams, J. Harold. "Reorganizing a County System of Rural Schools." Bulletin No. 16, 1916, of the United States Bureau of Education. 52 pages. Washington, 1916.

a more efficient type of school system, with longer terms, uniform teachers' salaries, better supervision, and general high-school advantages. Even after doing this, and often providing transportation routes for small numbers of children, the costs for the much superior county-unit school system frequently were less than for the existing district system. As these studies were made in 1915 and 1916, represent pre-war costs and salary schedules, and were mostly based on horse-drawn transportation wagons, the differences in favor of reorganization now, with salaries based on Amendment 16 appropriations and automobile transportation, would be considerably more marked than those calculated even a few years ago. For five of the counties the figures were worked out with much care, and they show the following results:

TABLE III.

Showing Results of County-Reorganization Studies in California.
(Data for the year 1915-16.)

County	Sonoma	San Mateo	Santa Clara	Santa Cruz	Orange
Number school districts	147	37	84	54	50
Number one-room schools	115	23	40	45	11
Consolidation data—					
Possible centers	32	13	28	15	21
Schools not possible to consolidate	4	----------	2	5	5+ 5*
Teachers needed—					
Before consolidation	280	130	346	141	247
After consolidation	211	107	310	139	224
Change after reorganization	—69	—23	—36	—2	—23
Cost for two plans—					
Cost preceding year	$333,759	$218,099	$548,570	$209,426	$482,595
Cost after reorganization	299,729	199,575	475,900	246,302	396,642
Gain or loss in cost†	—$34,030	—$18,523	—$72,670	+$36,876**	—$85,951

*Five schools could not be consolidated, and five 2 to 3 teacher schools were left as they were as being satisfactory.

**The increased cost here was largely due to a 40 per cent increase in salary this investigator thought was necessary for all teachers in the county, and to the difficulty of transportation in a mountainous county at that time without hard roads.

†A resurvey of these same counties, excepting San Mateo, where the investigator provided for automobile transportation and larger school units, made today with the better roads and the larger school units now possible, would result in further decreases in number of consolidating centers, larger schools, fewer teachers, and larger differences in costs.

II. APPORTIONING THE ELEMENTAY SCHOOL FUND.

Under existing laws both the state school fund and tax and the county school tax are apportioned on the combined basis of the number of teachers needed, as determined by an artificial method, and the number of pupils in average daily attendance during the preceding school year. Instead of determining the number of teachers needed by the number actually employed, as is done in practically all other states using a teacher basis for the apportionment of funds, the number of teachers supposed to be needed in California is determined, for

each county, by the county superintendent of schools by allowing each school district one teacher for every 35 pupils in average daily attendance the preceding year, or fraction of 35 not less than 10. This number is reported to the Superintendent of Public Instruction and forms the basis for the teacher apportionments made by the state to the counties, and by the counties to the districts. The state grant, in the past, when the total state aid set aside by law required to equal $17.50 per pupil in average daily attendance in the state, was at the rate of $350 per teacher so determined, and the county grant was at the rate of $800 per teacher on the same basis. Constitutional Amendment No. 16 has raised the state grant from $17.50 to $30 per pupil, and the minimum county tax has similarly been increased to an amount not less than that received from the state.

The effect of such a basis of apportionment, under the old law, as it relates to the teacher quota part, is shown in Table IV on page eighty-eight. From this it will be seen that the total number of teachers so calculated for the state was 13,401, and the number actually employed was 15,319. This gives a ratio of employment to the calculated number of 114.3 per cent; that is, for every 100 teachers calculated as needed there were employed, averaged over the state, 114.3. The table shows, for each county, the number calculated as needed for the school year 1919-20, the number that should have been employed on the state ratio, the number actually employed this same year, and the gain or loss. An inspection of the table shows that, when we balance the city counties, with their many special teachers, against the more rural counties with their complete lack of any such special instruction, it is the rural counties that lose under this arrangement. It also works distinctly against good education in our small schools. Eight grades, every one recognizes, are too many for one teacher. The cities easily, due to numbers, specialize their instruction so that no teacher handles more than one grade, and seldom more than an average daily attendance of 35 children. Due to the many schools and classes, it is easy in the city to shift any surplus to some other room and teacher. The rural school, however, must maintain a yearly average daily attendance of 45 children before it can be allotted funds for a second teacher, though the need for a division of the grades between two teachers is great. A yearly average daily attendance of 45 children means an enrollment of 50 to 55 children—a number entirely too large for one teacher to handle. The result is that the crowded rural school is forced to get along with one teacher, because the burden for an additional teacher would fall entirely on the district.

The effect of the present teacher apportionment plan is to penalize the rural counties, and to make poorer than necessary the schools that

TABLE IV.

Showing Relation of Teachers Allowed to Teachers Employed.

(Data for 1919-20.)

County	Number of teachers			Employed	
	Allowed	On state ratio	Employed	Less	More
The State	13,401	114.3%	15,319		
Alameda	1,195.7	1,366.6	1,419		52.4
Alpine	3.0	3.5	3	.5	
Amador	56.2	64.2	59	5.2	
Butte	151.0	172.6	166	6.6	
Calaveras	54.3	62.0	56	6.0	
Colusa	50.4	57.2	57	.2	
Contra Costa	244.3	278.9	280		.1
Del Norte	19.0	22.7	21	1.7	
El Dorado	59.9	68.4	60	8.4	
Fresno	634.1	724.6	667	57.4	
Glenn	69.9	80.0	79	1.0	
Humboldt	202.0	230.1	224	6.1	
Imperial	178.0	203.5	211		7.5
Inyo	36.0	41.1	41	.1	
Kern	291.0	332.6	330	2.6	
Kings	115.3	131.4	122	9.4	
Lake	40.6	46.6	42	4.6	
Lassen	53.0	60.6	59	1.6	
Los Angeles	3,007.4	3,438.3	3,641		196.3
Madera	86.2	98.5	92	6.5	
Marin	106.3	121.5	119	2.5	
Mariposa	31.1	35.4	31	4.4	
Mendocino	158.6	180.6	162	18.6	
Merced	137.1	156.8	149	7.8	
Modoc	49.0	55.9	54	1.9	
Mono	8.0	9.2	9	.2	
Monterey	155.3	177.2	154	23.2	
Napa	87.4	99.8	89	10.8	
Nevada	66.0	75.4	68	7.4	
Orange	257.7	294.4	324		27.6
Placer	99.0	114.0	98	16.0	
Plumas	33.6	37.6	38		4
Riverside	218.8	250.2	255		4.8
Sacramento	332.2	379.5	434		54.5
San Benito	51.8	59.2	50	9.2	
San Bernardino	302.1	345.1	359		13.9
San Diego	400.6	457.2	479		21.8
San Francisco	1,347.0	1,539.6	1,579		39.4
San Joaquin	331.5	380.8	352	27.8	
San Luis Obispo	138.0	157.7	152	7.7	
San Mateo	170.0	194.3	183	11.3	
Santa Barbara	160.7	183.6	190		6.4
Santa Clara	398.1	455.1	422	33.1	
Santa Cruz	122.8	140.4	138	2.4	
Shasta	121.0	138.3	122	16.3	
Sierra	14.0	16.0	17		1.0
Siskiyou	134.0	153.1	136	17.1	
Solano	130.3	148.4	135	13.4	
Sonoma	278.7	318.4	290	28.4	
Stanislaus	220.4	255.4	231	24.4	
Sutter	52.0	59.4	62		2.6
Tehama	83.3	95.2	95	.2	
Trinity	25.0	28.4	27	1.4	
Tulare	308.6	352.8	322	30.8	
Tuolumne	51.1	58.5	52	6.5	
Ventura	133.2	152.2	162		9.8
Yolo	81.1	92.6	86	6.6	
Yuba	59.0	66.3	65	1.3	

supply education to our country boys and girls. This condition will be further aggravated as a result of the adoption of Amendment 16. Were the basis of apportionments changed from such an artificial method for calculating teachers needed to records of actual employment, many crowded one-teacher schools would at once add a second teacher, and small town schools would add some of that special instruction which the cities today everywhere enjoy, but which is now almost entirely absent from our town and rural schools. This would tend to a better equalization of educational advantages throughout the state, and the Committee recommends that such a change in basis be made.

With the larger funds that will be available under the provisions of Amendment 16, it has seemed to the Committee that other items than teachers and attendance should be included in making both the state and county apportionment of funds. It is wise state policy to place as many premiums on local effort as can be done. To stimulate a community to new educational activity is more important than reducing its taxes. To that end, the state, in apportioning funds to the counties, and the counties to the districts while we retain the district system, should place as many "baits" in the law for local school improvement as may be needed. Some of those that might well be added, it has seemed to the Committee, in addition to the employment of extra teachers for the rural schools which would be covered by the change in basis for calculating teacher apportionments, are: The consolidation of schools; the employment of supervising principals for each school, with time free for supervision; the employment of school nurses; and a premium on longer school terms. The state fund, under the provisions of Amendment 16, will be almost doubled, and hence the apportionments under the present law will be almost doubled. Instead of doing this the Committee would suggest amending the law, after some such plan as the following, as the basis upon which the state school fund should in future be apportioned to the counties:

- $ for every full-time teacher[2] actually employed in a day or evening elementary school or kindergarten, and to include special teachers, school nurses, and parental school teachers.
- $ for every such half-time teacher, or full-time teacher employed for half the school year.
- $ additional for every teacher employed in the seventh, eighth, or ninth grades and teaching under a departmental or intermediate form of organization.
- $ additional for every supervising principal employed who has at least half his time free for school supervision, and for every city or county special-subject supervisor.

[2]The amounts to be apportioned per teacher are left blank, subject to determination later on, after careful calculations have been made.

The remainder of the fund to be apportioned on the basis of the average daily attendance of pupils.

After the money has reached the counties, and while retaining the district system of school administration, the above grants to be doubled in making the county apportionment to the districts.

After the county-unit has been put into force, both state and county funds to be divided between any separate city school districts in the county, and the county school district, on the above bases.

In addition, in apportioning the county fund, the following additional items to be added:

$ for every full-time attendance officer employed.
$ for every school physician employed.
$ for every regular transportation route maintained[3] to carry pupils from an abandoned district school to a consolidated or union school, when the contracts for such are as provided for by general regulation of the State Board of Education, and have been approved by the county superintendent of schools.
$1.50 per day per teacher for all time taught each year beyond 160 days.

The State Board of Education to be given power to define, by general rule, the conditions under which the above grants are to be made.

Some such basis as the above, the Committee feels, would not only be more equitable than the present apportionment law, but would do much to stimulate our counties and school districts, outside of the cities, to desirable new activity that would be of much value to education in this state. The Committee accordingly recommends that such a change be made in the existing state and county apportionment laws.

In keeping with the above provision, relating to length of school term, the Committee further recommends that section 1859 of the Political Code be amended to make the minimum term of school in this state eight, instead of six months.[4]

III. APPORTIONMENT OF HIGH SCHOOL FUNDS.

When we pass from the apportionment of funds for elementary schools to the apportionment of funds for high schools we find a more satisfactory condition, though the California plan seems to the Committee to have one defect which ought to be remedied. Under existing laws the state high school fund is divided into two portions, one of one-third, and one of two-thirds. The one-third part is apportioned equally to all the high schools of the state, regardless of size, and at present

[3]This item would of course disappear after the institution of the county unit, as all county school funds would be in one budget.

[4]This would involve but little addition, even with the district system, as nearly all schools now run 7½ to 8 months. Under the county-unit plan a uniform term of 8 to 9 months ought to become general.

amounts to about $1,100 a year per school.[5] The two-thirds part is apportioned to the high schools of the state on the basis of the average daily attendance in each the preceding year, and amounts to approximately $10 per pupil. These amounts go, through the county treasurer, to the individual high schools for which they were allotted. Under the provisions of Constitutional Amendment 16, increasing the state aid to be so apportioned from $15 to $30 per pupil in average daily attendance, these grants under existing law will be doubled in the future. A county high school tax must also be levied to supplement the sums received from the state, the minimum levy of which is $60 per pupil in average daily attendance. The basis for the apportionment of this county tax is somewhat different, being $250 per teacher employed, up to a maximum of four teachers, and the balance on average daily attendance alone. This practically apportions all the county high school fund to the high schools on the basis of their average daily attendance the preceding year.

While the number of pupils in a high school is perhaps a somewhat more important factor in maintenance costs than in elementary education, the Committee, nevertheless, feels that it is given far too much importance in the California apportionment plan. It places entirely too much of a premium on pupil attendance, and neglects the more important factors of unit costs for maintenance, teachers employed, and expense of different courses provided. After the establishment of a high school, which in itself represents a continuing administrative unit of cost, the real unit of further cost is not so much the addition of more pupils as the addition of more teachers. The present apportionment plan offers no incentive whatever to communities maintaining high schools to put in additional teachers or to broaden the courses of instruction in their high schools to meet the needs of different classes of pupils and the changing needs of modern life. Rather it places a premium on conservatism and inaction. The school with a few teachers receives too much; the school with an adequate teaching staff and a broad curriculum too little. This may be seen from the following table, which has been calculated on the basis of the doubled apportionment that will follow for the future, and on perhaps a conservative estimate as to maintenance costs. The last column, showing what percentage of the estimated cost the new state apportionment on the old

[5]This sum has been slowly increasing since it was first provided for. In 1911-12 it amounted to $794.78; by 1916-17 it had increased to $1,022.88; and for 1919-20 it was $1,108.38. After applying the doubled sum provided for by Amendment 16 it would be about $2,225, and with the county grant for 4 teachers per school would amount to about $3,225. Under the revised plan proposed it would always be $2,000, with a new teacher grant added which would vary with the number of teachers employed.

basis will provide, shows the penalty it would place on supplying an adequate teaching staff for any size of school.

The cheapest thing for a community to do, Table V shows, is to provide as meager a four-year course of instruction as possible. Up to an average daily attendance of 50 or 60 pupils, the requirements of the state will be met by maintaining book-study instruction, with two or three overworked teachers employed. The languages, history, English,

TABLE V.

APPORTIONMENT OF HIGH SCHOOL FUNDS—PRESENT PLAN.

Showing the Value of the State Aid, as It Will Be If the Present High School Apportionment Law Remains Unchanged. Value of State Grants for Different Sizes of High Schools.

School	Average daily attendance	Number of teachers employed	Estimated cost for maintenance	State aid received			Per cent of cost paid
				School grant at $2,200	Av. daily attendance grant at $20	Total state grant	
A	25	2	$7,500	$2,200	$500	$2,700	36
		3	9,000				30
		4	10,500				26
B	50	2	8,000	2,200	1,000	3,200	40
		3	9,500				34
		4	11,000				29
		5	12,500				25
C	75	3	10,000	2,200	1,500	3,700	37
		4	12,500				30
		5	16,000				23
		6	18,000				20
D	100	4	13,000	2,200	2,000	4,200	32
		5	16,500				26
		6	20,000				21
		7	23,000				18
E	250	8	25,000	2,200	5,000	7,200	29
		10	29,000				25
		12	32,000				22
		14	35,000				20
F	500	20	55,000	2,200	10,000	12,200	22
		22	59,000				20
		25	65,000				19
G	1,000	40	110,000	2,200	20,000	22,200	20
		50	130,000				16

mathematics, and a little science will answer, and be at the same time relatively cheap. A room, a stove, some desks, a few books, and a teacher will meet the requirements for instruction. The case of schools B, C, D or E, in the above table, when employing the lowest number of teachers, will illustrate such a condition. The state here pays the maximum percentage for support, and the school gives in return the minimum quality of education. Still more, the state offers no incentive to such a community ever to remedy such a situation.

After experimenting with a number of different calculations, and trying to derive fractional quotas based on an estimate of the present number of schools, teachers, pupils, and funds, the Committee finally worked out a plan of unit grants, similar to that recommended for elementary schools, which gave the best results, when reduced to a table, of any that were worked out. Table VI, showing the working of the revised plan for the same group of high schools, gives the result, and a comparison of the percentage of total cost paid by the state grants,

TABLE VI.

APPORTIONMENT OF HIGH SCHOOL FUNDS—REVISED PLAN.

Showing the Value of the State Aid, As It Would Be If the Apportionment Law Were Revised As Is Suggested In This Chapter. Value of State Grant for Different Sizes of High Schools.

School	Average daily attendance	Number of teachers employed	Estimated cost for maintenance	State aid received				Per cent of cost paid
				School grant at $1,000	Teacher grants at $300 to $100	Av. daily attendance grant at $13	Total state grant	
A	25	2	$7,500	$1,000	$600	$325	$1,925	26
		3	9,000		900		2,225	24
		4	10,500		1,200		2,525	21
B	50	2	8,000	1,000	600	650	2,250	28
		3	9,500		900		2,550	27
		4	11,000		1,200		2,856	26
		5	12,500		1,500		3,150	25
C	75	3	10,000	1,000	900	975	2,875	29
		4	12,500		1,200		3,175	25
		5	16,000		1,500		3,475	22
		6	18,000		1,700		3,675	20
D	100	4	13,000	1,000	1,200	1,300	3,500	27
		5	16,500		1,500		3,800	23
		6	20,000		1,700		4,000	20
		7	23,000		1,900		4,200	18
E	250	8	25,000	1,000	2,100	3,250	6,350	27
		10	29,000		2,500		6,750	24
		12	32,000		2,700		6,950	22
		14	35,000		2,900		7,150	20
F	500	20	55,000	1,000	3,500	6,500	11,000	20
		22	59,000		3,700		11,200	19
		25	65,000		4,000		11,500	18
G	1,000	40	110,000	1,000	5,500	13,000	19,500	18
		50	130,000		6,500		21,500	16

under the two plans (comparing the last column of each), for any school and teaching staff on the list, will show how much more equitable the new plan would be than to continue on the old basis. The new plan, as worked out, is based on the following items and amounts:

1. A uniform school quota to all schools, regardless of size, of $1,000 a year.

2. A teacher grant, to be given on records of actual full-time employment, and one-half grants for one-half-time teachers or teachers employed for one-half the year, as follows:
   (a) For the first five teachers employed, $300 each per year.
   (b) For the second five teachers employed, $200 each per year.
   (c) For all additional teachers employed up to 40, or a total of 50 teachers per school, $100 each per year. No teacher quota for more than 50 teachers in any school.
3. All remaining money, after setting aside the above school and teacher quotas, to be apportioned to the different high schools on the basis of their average daily attendance the preceding year. This amount had to be estimated, and on the basis of probable funds was calculated would be about $13.00 per pupil per year.
4. All state grants to be duplicated in making the county apportionments before making any distribution on average daily attendance.

Such an apportionment plan the Committee believes would be a decided improvement over the one now in use, because it places a premium on the two most desirable factors in good school work—teachers and attendance, recognizes unit administration costs, and is far more equitable than the present plan. If a still better plan can be worked out, well and good, but if not, the Committee recommends that the Legislature revise the present apportionment plan to make it embody the above principles and conditions. The Committee also can see no reason why the plan in use for apportioning the county high school tax should not embody the same principles, and accordingly recommends that it be also revised to require a duplication of the state school and teacher quota grants before apportioning any of the funds on average daily attendance. As the county high school tax must not be less than $60 per pupil in average daily attendance in the high schools of the county the preceding year, instead of $30 as with the state funds, this would still leave a liberal fund remaining for apportionment on the average daily attendance basis.

Assuming that both state and county apportionments are made on the plan here submitted, each school would receive from the state and county funds combined a unit grant as a school of $2,000; a grant of $600 per teacher for the first five, $400 per teacher for the next five, and $200 per teacher for all additional teachers up to a total of 50; with a further grant for each pupil in average daily attendance which would vary with the productiveness of the county high school tax, but which would probably range between $30 and $40 per pupil.

IV. SUMMARY OF FINDINGS AND RECOMMENDATIONS.

In summary form the findings and recommendations of the Committee are as follows:

1. The prime purpose in educational administration is to spend the money at hand in the most intelligent manner possible.

2. Perhaps a million dollars a year could be saved by a substitution of county-unit organization for the district system, this sum to be applied in providing more and better schools.

3. The plans now in use for apportioning both state and county funds, and both elementary and high school funds, are in need of revision to provide a more equitable distribution of the money and to stimulate conservative communities to new educational activity.

4. The adoption of Amendment 16, greatly increasing the state aid for education, practically necessitates a revision of both the elementary and high school apportionment laws.

5. Plans for such revisions are given, and it is recommended that the present Legislature so revise both the elementary school and the high school apportionment laws.

APPENDIX.

SUMMARY OF NEEDED LEGISLATION.

To put the recommendations of the preceding pages of this Report into effect the following legislation will be needed:

I. CONSTITUTIONAL AMENDMENTS.

1. State Superintendent of Public Instruction; abolition of the office. A rewording of article IX, section 2 of the state Constitution, as outlined on page 24.

2. County Superintendent of Schools; change from election to appointment by a county board of education. A rewording of article IX, section 3, of the State Constitution, as outlined on page 51.

II. NEW LAWS, OR REVISION OF EXISTING LAWS.

1. A County-Unit Law, as described on pages 44-50.

2. A law for the gradual expansion of the Normal Schools of the state into Teachers' Colleges, under the control of the State Board of Education, as described on pages 59-63.

3. A revision of the teachers' certification laws, as indicated on pages 64-65.

4. Revision of the Junior College Law (section 1750*b*, Political Code), to embody the suggestions contained on pages 79-81.

5. Revision of the Apportionment Law (sections 1532 and 1858 of the Political Code) for elementary school funds, as suggested on pages 89-90.

6. Revision of the Apportionment Law (sections 1760–1764 of the Political Code) for high school funds, as suggested on pages 93–94.

7. Amendment of section 1859 of the Political Code, as recommended on page 90, to change the minimum term of school from six to eight months.

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